



Multilevel Governance of migration

Migration in Europe
MigrEU Jean Monnet Module

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Topics

- Conceptual clarification
- Multilevel governance of integration
- Multilevel governance of asylum



Immigration policies: policies relating to admission, entrance and expulsion of people who used to live outside the national territory

Immigrant policies/Integration policies: policies related to immigrants and their position in the new society of settlement

(Hammar 1985)



Governance: policymaking through networks and negotiation among actors, both public and non-public, beyond the formal division of responsibility established by laws (versus compliance in hierarchical and State-centre modes of government). Governance refers not only to formal decision making processes but also semi-formal and informal ones and can include non-public actors.

Vertical dimension of governance: it refers to the involvement of different levels of government (e.g. supra-national, national, regional and local).

Horizontal dimension of governance: it refers to the relations between actors located at the same level of government.



Multilevel governance: minimal conditions

- the emergence of non-hierarchical networks among actors (i.e. the “governance” dimension);
- the involvement of different levels of government (i.e. the “multilevel” dimension);
- the involvement of non-governmental actors

(Caponio and Jones-Correa 2017)



Multilevel governance: main perspectives

- **Normative perspective:** the final outcomes are policy convergence and consistency
- **Analytical perspective:** both policy consistency and inconsistency are possible outcomes
- **Empirical perspective:** national States have weakened and other actors (supra-national institutions, local authorities, CSOs, etc) have gained influence



The mechanisms which lead to multilevel governance settings

Top-down processes develop:

- from higher levels of government to lower ones and/or
- from public to non-public actors.

Bottom up processes are initiated:

- by lower levels of governments and/or
- by non-public actors.



INTEGRATION POLICIES



The degree of Europeanization of specific issues

1. Free movement regulation of citizens of EU member states in the EU
2. Refugee and asylum migration
3. Irregular migration
4. Anti-discrimination
5. Secondary migration (for example family reunification)
6. Ethnic migrants who are not subject to European immigration policy
7. Labour migration
8. Integration
9. Citizenship

(Faist and Ette 2007)





EU decision-making on integration

EU integration policymaking is based on an intergovernmental agreement (third pillar): policies have to be decided through consensus of member states and there is no binding legislation.

(Scholten & Penninx, *The Multilevel Governance of Migration and Integration*, 2016)



Before 2003

Until 2003 EU policies started from the implicit assumption that if the legal position of immigrants was made as equal as possible to national citizens', and if adequate instruments were put in place to combat discrimination, then integration processes could be left to societal forces.



From 2003 onwards

- Communication on Immigration, Integration and Employment (2003)
- Specific Funds: INTI programme (Integration of Third-Country Nationals) (2004-2006); European Integration Fund (EIF) & European Refugee Fund (ERF) (2007-2013); Asylum, Migration and Integration Fund (AMIF) (2014-)
- Collection of information, monitoring, exchange of good practices and mobilisation of civil society actors
- Direct cooperation with and funding of local authorities, and promotion of city networks
- Common Basic Principles for Immigrant Integration Policy (CBP) (2004)



Common Basic Principles for Immigrant Integration Policy

CBP 1 ‘Integration is a dynamic, **two-way process** of mutual accommodation by all immigrants and residents of MS’

CBP 2 ‘Integration implies **respect for the basic values** of the European Union’

CBP 3 ‘**Employment** is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible’

CBP 4 ‘**Basic knowledge of the host society’s** language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration’

CBP 5 ‘Efforts in **education** are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society’

CBP 6 ‘Access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a **non-discriminatory way** is a critical foundation for better integration’



Common Basic Principles for Immigrant Integration Policy

CBP 7 ‘**Frequent interaction** between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, intercultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens’

CBP 8 ‘The practice of **diverse cultures and religions** is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable European rights or with national law’

CBP 9 ‘The **participation** of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration’

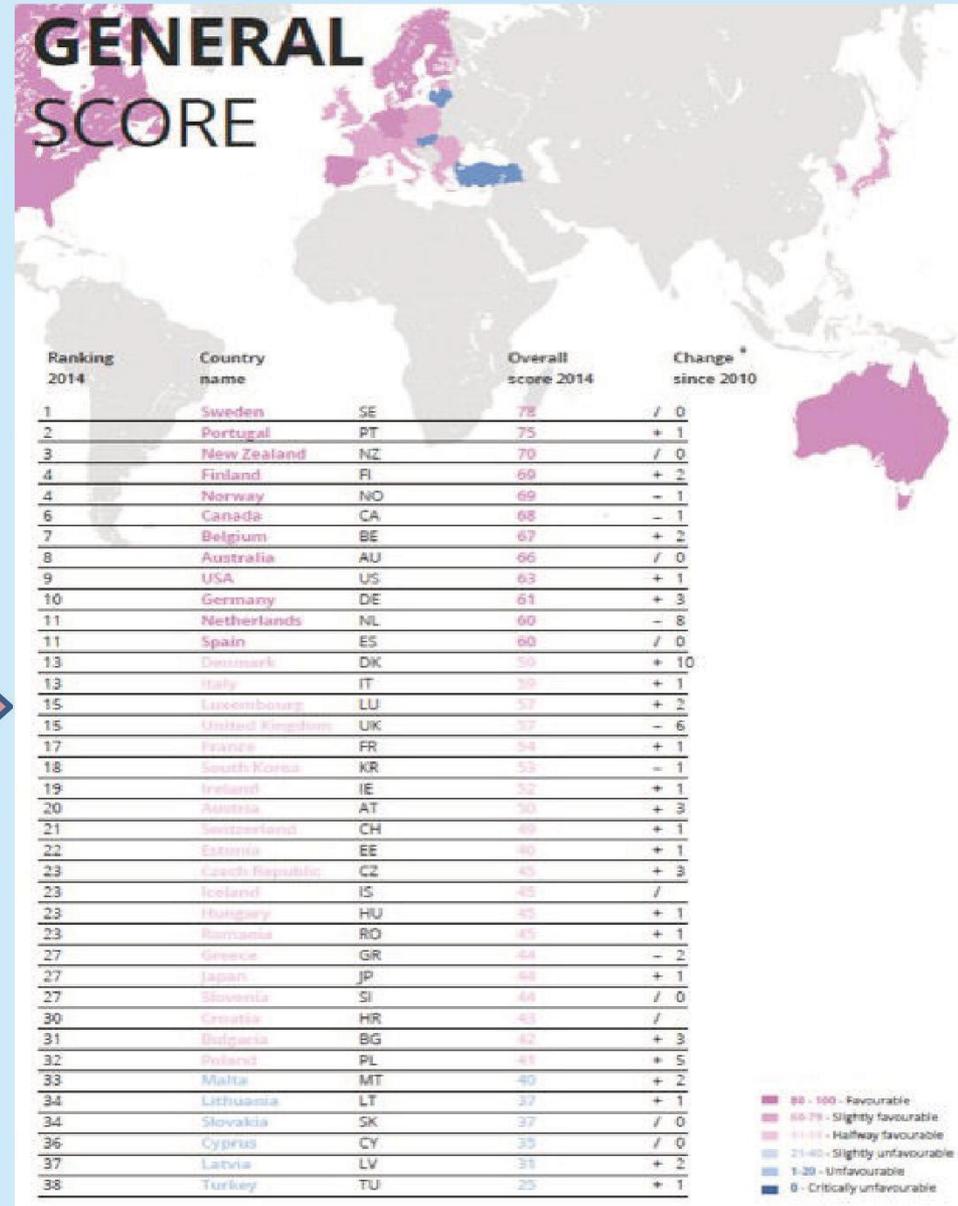
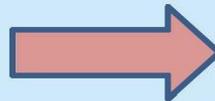
CBP 10 ‘**Mainstreaming integration policies and measures** in all relevant policy portfolios and levels of government and public services is an important consideration in public policy formation and implementation.’

CBP 11 ‘Developing **clear goals, indicators and evaluation mechanisms** are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective.’



MIPEX: comparative assessment of integration policies

Improving
by sharing
(or naming
and shaming)





Milestones of Italian integration policies

1980s. Main cities of Central and Northern Italy set up housing plans and immigration offices, and acknowledged certain social rights in the absence of a specific legislation.

1986. The first law on immigration gave responsibilities to Regions and Municipalities in the field of migrant integration but did not allocate any funds for this purpose.

1990. The second law of immigration gave economic resources to Regions and Municipalities but only for setting first-aid shelters.

1990s. Many Centre-North Italian cities, often funded by the Regions, undertook innovative interventions (intercultural education, migrants' political participation, etc.).

1998. Organic Law on Immigration (L. 49/1998) tried to overcome fragmentation of local policies and assigned competences and funds to Regions (annual and triennial plans) + Federalist reform completed the devolution of power in migrant integration to the Regions (2001)



Multilevel governance settings of Italian migrant integration policies

Central State: general legislation which sets migrants' formal rights and institutional competences

Regions: planning and funding competences

Local actors (Municipalities, other public institutions such as the Health Units, civil society organisations): defining and implementing concrete integration measures



ASYLUM



The past: The birth of EU asylum policy

Approaches to asylum that emerged in the early 1990s – at both national and EU level – were based on some core features:

- impulse towards harmonization of asylum system
- the focus on the so-called ‘external dimension’ of cooperation (safe third countries and readmission agreements)
- the perception that many asylum-seekers were abusing generous European systems

The EU asylum policies emerged in the 1990 were very much shaped by the major countries of asylum such as Germany, The Netherlands and the UK. Many MS have played a two-level game. Some national governments have used harmonization as a way of justifying more liberal or more restrictive approaches at home, evading the juridical and parliamentary scrutiny of domestic policy-making venues. At the same time, they have used domestic constrains as a reason to tighten EU measures.

(Boswell and Geddes 2011).



The present: CEAS (Common European Asylum System)

1. **Dublin Regulation** (claim must be made in the first-entry country)

2. Directives

Qualification Directive defines the status of refugees and beneficiaries of subsidiary protection

Reception Directive lays down minimum standards for the reception of asylum seekers

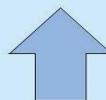
Asylum Procedures Directive specifies minimum standards for processing claims made by asylum seekers (length of and access to asylum procedures)

Temporary Protection Directive enables refugees to be granted a temporary residence status without having to go through an asylum procedure

Return Directive harmonizes the standards and procedures for return

3. **EURODAC** which gathers and stores asylum seekers' fingerprints

4. **European Asylum Support Office**



Tampere Conclusions of the European Council (1999)



The apparent contradictions of the EU policymaking on asylum

The **European Council** generally sets vague and high objectives (eg. Tampere Conclusions):

- To commit Member States to humanitarian and human rights principles
- To pose little threat to those States which are skeptical about EU integration and to keep everybody on board.

The **European Commission** is requested to follow up but faces the opposition from the **Council of European Union** where Ministries defend national interests and sovereignty.



Relocation

Relocation is the transfer of asylum seekers who are in clear need of international protection from one EU Member State to another Member State where their asylum application will be examined once the relocation has taken place.

In 2015 EU Member States agreed to relocate 160,000 asylum seekers from Member States experiencing high migratory pressure (Greece, Italy and Hungary) ↔ Visegrád Group (vertical and horizontal tensions – Hampshire 2016)

Eligibility for the relocation scheme is limited to applicants who are in clear need of international protection and are a national or stateless resident of those countries for which the EU-wide average recognition rate is more than 75 percent.

As of 31 December 2017, with only a limited number of registered beneficiaries remaining in Greece and Italy, 33,154 persons have benefitted from relocation.



Asylum in Italy



2002. National Commission for the right to asylum and 10 Territorial Commissions for the recognition of international protection & foundation for the SPRAR (*Sistema di Protezione per Richiedenti Asilo e Rifugiati* - Protection System for Asylum Seekers and Refugees)

2005. Adoption of the Directive 2003/9/EC → in case of unavailability of places in the receiving structures of the SPRAR, the applicant must be temporary hosted in the identification centers (CARA) and temporary reception centers (CAS) set up by the Ministry of Interior.



2011. Inflows triggered by the Arab Springs in North Africa, for which the central government declared the state of emergency → centralization of competences (Ministry of Interior & Prefectures, Protezione Civile)

2014. Memorandum of Understanding to overcome the emergency: to set up a multi-level setting for the management of asylum reception (National Coordinating Group and Regional Coordination Groups), and to expand the SPRAR system reducing the recourse to CAS.



Year	First time asylum applicants	SPRAR places
2012	17,170	3,979
2013	25,720	10,318
2014	63,655	20,752
2015	83,245	21,613
2016	121,185	26,012

Sources: Atlante SPRAR 2016, Eurostat



2016. Establishment of a precise ratio for asylum seekers' redistribution across municipalities (2.5 asylum seekers out of 1,000 residents) & Accommodation bonus for the Municipalities to be spent without constraints and not necessarily for refugees (500 euro for each refugee), as a response to local authorities' protests.

2017. Suppression of one appeal level (*Corte d'Appello*) with the aim of reducing the pending asylum applications (150,000 at the end of 2017).



Local good practices



Morus Onlus association in Val di Lanzo



Main activities

- Teaching Italian language
- Organising meeting opportunities in order to break down mistrust
- Lobbying local authorities to develop further solutions for asylum seekers' reception in the area

The most successful projects:

- COROMORO: folk music choir
- MOROTEAM: soccer team
- MOROSTYLE: sewing business

New activities:

- Helping refugees who leave the reception centers to find housing solutions and jobs.
- Providing civic education courses for the newcomers in order to develop better conditions for positive interactions with local residents.



Qualifying elements

- Institutionalization of the local community's mobilization
- Active participation of asylum seekers and refugees in integration initiatives



Refugee integration project in Val Pellice - Diaconia Valdese



Main activities

The guiding principle: achieving refugees' autonomy

- Accommodation: from the Crumière hotel to apartments scattered across the Val Pellice + accommodation by local families
- Employment: 60 internships and employment grants
- Integration services: provision of legal, medical and psychological advice, language training, vocational training
- Events open to the whole population to foster exchanges



Volunteers' activities

- Ciclofficina: a bicycle-repair shop for repairing second-hand bicycles to be used for bike-sharing
- Collection of second-hand cloths
- PC workshop for repairing second-hand computers to be used by refugees trained by volunteers
- Music workshop to create a refugees' orchestra
- Fishing and traditional cuisine of zero-kilometer fish, organization of food events (eg. "Refugee kitchen")
- Horticulture
- Language workshops for practicing the language in informal chats
- Tailoring workshops

Alongside local volunteers, the project employs also young volunteers from the National Civil Service and European Voluntary Service.



Qualifying elements

- Employment of external resources (private apartments, Youth Guarantee programme, National Civil Service, etc) to support refugees' inclusion
- Reference persons able to coordinate the actions in a certain field (employment, housing, language training, etc) across territorial areas and projects
- Activation of a local supportive network and actual opportunities for contacts preventing social tensions



Micro Accoglienza Diffusa (MAD)

Diffused Micro Accommodation

in Val di Susa



Goals

The project aims:

- to overcome the duality of the current refugee reception system: the Municipalities issue the public calls for CAS retaining the control over the quality of services
- to distribute refugees across the area with small numbers per municipality (from 4 to 12, i.e. around 1 refugee per 1,000 residents).



Main activities

- Legal counseling
 - Psychological support and health support
 - Language training
 - Support to access the labour market (tutoring, competence assessment, visits to local companies, internships)
 - Vocational training (enrollment in regional courses)
 - Support to access the housing market
 - Sport activities within local teams
 - Cultural events, workshops
 - Refugees' volunteering for the local community considering their competences and aspirations
- + Communication activities & Monitoring activities



Qualifying elements

- The coordination among the Municipalities of the target area and between them and the local Prefecture
- The dispersal model of refugees' settlement



Pettinengo: a welcoming village



Main services and activities

- legal support
 - classes of Italian language that in summer take place in the central square of the town
 - refugees' voluntary activities
 - professional training in textile weaving, terracotta (baked clay), beekeeping/apiculture, horticulture, gardening: the main idea is to transform laboratories and workshops into productive activities in order to create jobs for both refugees and local residents.
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- cultural events such as music festivals, film festivals on migration and music workshops
 - seminars on issues related to migration
 - field visits for university students
- + Communication activities & Monitoring activities



Positive side-effects

- Estimated monthly economic impact on the local community (1,500 residents): 70-80 thousands euro
- 90% of people employed in the project is from the local population

Qualifying elements

- Production of an added value for the local population in terms of economic resources and jobs
- Training and cultural activities open to the whole population
- Valorisation of local know-how and resources by developing training and workshops on activities rooted in the area
- Transformation of training activities into productive activities
- Active participation of asylum seekers and refugees in the integration initiatives