



ICMPD

International Centre for
Migration Policy Development

Vienna Migration Conference 2017

Migration Partnership Priorities

Operational Cooperation and Crisis Management

Sustainable Migration Partnerships and Long-Term Cooperation

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Introduction

Michael Spindelegger

The Vienna Migration Conference is ICMPD's annual flagship event for discussing the most burning issues in the field of migration together with political decision makers, government experts, and representatives from the academic world, the media and the civil society. The Vienna Migration Conference (VMC) discusses these issues from a European perspective but also from the perspective of our many partners from outside Europe. It wants to identify areas where progress has been made but also tries to see where gaps persist and questions are still open.

Last year's VMC had identified conflict, demography, economic disparities, development and transition as the main drivers of migration in today's international context. There was wide agreement that Europe and the global community need to understand and address these drivers a lot better if migration should become a matter of choice rather than necessity, and if confidence should be restored that migration can be managed in a truly beneficial way. In synopsis, the conference concluded that progress needs to be made in three main areas, namely, protection, prosperity and partnership. This also set the scene for the 2017 VMC and its title Migration Partnerships – Frameworks for Safe, Orderly and Regular Migration.

The perception of crisis that dominates the current debate on migration and displacement has led to some fundamental changes in the thinking on how the international community should deal with it. Until recently, decision makers, media and the public referred to poverty as the main root cause of migration. Now, much more attention is paid to the complex interplay between demography, economic and social change, and the lack of perspectives for especially the young and educated in countries of origin. Until recently, the central role of conflict in causing large and spontaneous movements of people was acknowledged but not coherently translated into responsible collective action. The magnitude of the current challenge, whether it is labelled a "migration crisis" or a "political crisis", has brought renewed attention to the issues of displacement, protracted refugee situations and the unresolved question of global responsibility sharing. Until recently, States tried to solve their own migration challenges by unilateral policies and by attempts to shift the problem to other countries or regions. Now, as it has become obvious that this approach does not work, the idea of real partnership on migration between all members of the international community has come to the forefront more than ever before.

The global political developments of the last two years have taken up these priorities and embarked on new thinking when it comes to global cooperation on migration. They promise "partnership" in various forms as the underlying principle of their approaches, programmes and measures. The notion of "partnership" is, of course, no novelty. Also in the past there was hardly any ceremonial speech or official document on better migration policy that could have done without a reference to partnership. But it is safe to say that many of the instruments and initiatives that have emerged over the last two years reflect the notion of 'partnership' better than previous attempts. There seems to be a new impetus for investing in long-term partnerships on migration. The question is whether there is enough political vision, will and perseverance to bring about fundamental change as well.

Building a better global system of migration and protection will be a long and complex political process. A multitude of actors, frameworks and processes will have to discuss, agree, practise, learn and hopefully succeed in finding new and better solutions than the ones we have today. The 2017 Vienna Migration Conference wanted to contribute to this process by discussing a number of key questions: What should partnership on migration mean? Is there experience and are there Good Practices of migration partnerships? Do we need new ideas and which of these can we trust? Can we develop realistic objectives and find ways to achieve them? Do we need a global normative framework for migration policy? And finally, which actions should we prioritise in migration partnerships?

One thing was clear from the outset. Future migration partnerships will have to be "actionable" and produce a positive impact in order to become catalysts for better global migration governance. The many different actors involved in migration have very different interests which should inform collective decision making and action development. "Safe, orderly and regular migration" is a widely accepted concept but if it does not offer opportunity for migrants they will still opt for "unsafe, disorderly and dangerous" as a pathway to achieve their objectives. Immigration control objectives of countries of destination do not necessarily converge with the interests around economic emigration and migrant remittances in countries of origin. The interest to avoid political discontent at the domestic level in one State conflicts with the interests of every other State who tries to do the same. Sustaining the myth that there is a globally acknowledged and universally applicable vision that is shared by all is one of the reasons why international migration remains highly controversial. Admitting that it is about interests, that these interests are diverse, and that it is about reconciling them might provide a more suitable point of departure.

Thus, it is important to stress that it is not only interests which shape migration governance. Ideas still matter. A sense of solidarity between people and a deeply rooted urge to support others who are in need of help continue to drive the debate



Migration partnerships are essential in making migration a matter of choice rather than of necessity and in restoring confidence that migration can be managed in a beneficial way. For this we need to ensure protection, create prosperity and involve the private sector at a completely different level than is currently the case.

Michael Spindelegger
Director General
International Centre for Migration Policy Development (ICMPD)



and strongly influence its outcomes. As much as the notion of “crisis” dominated the debate, it still did not remove humanity and global responsibility from the political agenda. Migration partnerships will have to provide a framework that enables striking a balance between idealism and realism in a way that they mutually reinforce each other.

PRIORITIES FOR MIGRATION PARTNERSHIPS

In preparation of the conference, ICMPD has developed and proposed a number of priorities for future migration partnerships to be discussed at the 2017 VMC. These priorities did not claim to be exhaustive or to represent a particular order or hierarchy. They are reflections of what has been discussed recently or has been on the agenda for some time. Individually, they are likely to have a positive impact; collectively, they could significantly improve the political opportunity structures for better governance of migration and protection at the global level. They suffer, however, from the same dilemma as the general debate, namely, the difficulty to disentangle refugee and migration issues. Flight and migration are caused by different reasons, embedded in different contexts, and require different responses and policies. But these policies are intertwined, reinforce or impair each other and, when not aligned, have high potential to create negative repercussions and unintended consequences.

ENHANCE CRISIS RESPONSIVENESS OF THE GLOBAL COMMUNITY

The international community’s preparedness and responsiveness in cases of crisis has to be significantly increased. This requires enhanced capabilities to address immediate humanitarian concerns, the provision of shelter, medical and food supplies as well as other urgently needed materials and services at the onset of a displacement situation. Migration partnerships have to emphasise a set of tools and measures to permanently improve the capacities of countries hosting large numbers of refugees in the areas of ad hoc humanitarian aid, reception and temporary protection.

FOSTER REFUGEE AUTONOMY, RESPONSIBILITY SHARING AND PATHWAYS TO PROTECTION

Most refugees live in protracted situations and a general state of limbo regarding their and their families’ livelihoods, their autonomy and dignity, their security and safety, and most importantly their rights and opportunities of sustaining economic

participation. There needs to be more support for the main refugee hosting countries and serious efforts to create perspectives for refugees in those countries. Economic autonomy, access to school and education, social inclusion and integration should be treated with the same sense of determination as access to protection and should be made general principles of migration partnerships.

The enhancement of refugee autonomy in the main hosting countries must not turn into a tool for the rich countries of the global north to buy themselves out of their responsibility. "Hotspots", "safe zones", "asylum from abroad", "humanitarian visa" or "private sponsorship" are among the many concepts that drive the debate. They are worth further exploration but only when they guarantee access to protection, ensure full agreement between all States involved, do not infringe their sovereignty and provide for pathways to protection based on shared responsibility.

ADDRESS THE REGIONAL DIMENSION OF MIGRATION AND DISPLACEMENT

States differ not only regarding their migration policy interests but also regarding their overall integration in global migration processes. Thus, there is a large gap between national interests that dominate the migration agenda of today and global solidarity that should drive an international policy framework of the future. Regional and subregional organisations as well as the formal and informal regional migration dialogues and frameworks, have the experience and know-how to bridge these gaps, to bring together countries with divergent interests and to promote cooperation between stakeholders with – at times – fundamentally different views and perceptions.

CREATE PATHWAYS TO LEGAL MIGRATION AND PERSPECTIVES FOR THE YOUNG AND EDUCATED

There is no evidence that the increase of legal migration opportunities automatically leads to a decrease in irregular migration. But there is also not enough awareness that irregular migration patterns develop over time and in an environment that does not offer a satisfying number of legal opportunities. It is a fact that most non-European/non-EU migrants do not meet the formal requirements of European labour markets and have no access to corresponding training programmes. Skills mismatch is one of the biggest obstacles to functioning legal migration policies and programmes. Countries of origin and destination should therefore work together closely to overcome this obstacle in the framework of migration partnerships.

Contrary to conventional wisdom, it is not poverty and underdevelopment which cause migration but economic and social development. Although many of the so-called developing countries make good progress in terms of catching up economically, significant gaps in income and wages will continue to exist between the world regions or even widen. Migration partnerships will not be able to fundamentally change the face of global inequality. But they can create perspectives for the young and skilled, who have the motivation and the means to migrate. For creating such perspectives, we need policies that combine the different elements of development cooperation, trade, vocational training, mobility, energy, security, institutions and capacity building. Such an approach should be a key feature of migration partnerships; not for preventing people from migrating but for providing them with the opportunity to make sound decisions on different viable opportunities. None of this will work, however, without lifting the involvement of the private sector to a completely new level. Even in view of significantly enhanced financial tools for migration policy and partnership, private sector investment and private sector know-how are the factors that can make a real difference. Migration partnerships need to bring a new quality in public-private partnership and see this also as an investment in new opportunities for economic cooperation and development. It would be the biggest achievement if economic cooperation rooted in migration related goals would evolve to something much bigger, benefitting all partners and reducing global inequality at the same time.

MAKE RETURN POLICIES MORE INTELLIGENT

The acknowledgement of the need to embed return into a broader set of mutually benefitting relations was the main reason why the migration partnership concept emerged in the first place. Intelligent return policies have to achieve two things: They have to provide returnees with credible offers for functioning reintegration and they have to ensure that the return of nationals does not turn into a detrimental burden for countries of origin. Successful reintegration depends on having the right environment for returnees in terms of employment and business opportunities. This highlights the need to link return policies with targeted investment and structural aid.

Until recently, there were many well-intended words on the links between migration and development, trade policies and global inequality but not so much action that followed up on them. Last year's political developments give reason to believe that this could actually change. The New York Declaration, the global compacts, and the EU's partnership instruments reflect a new thinking. They have one principle in common. They acknowledge that "safe, orderly and regular migration" will only be possible if people are not forced to migrate but have migration as a choice among many in securing their livelihoods and fulfilling their ambitions.



The current migration and refugee crises are not only humanitarian in nature, they are global and economic, and as such require an effective global economic response.

Werner Hoyer
President, European Investment Bank

The discussions at the 2017 Vienna Migration Conference have confirmed that migration partnerships can and will have to play a decisive role when this vision should become less of a promise and more of a reality. This conference report summarises the discussions, findings and conclusions presented at the conference, as well as a number of recommendations for the way towards developing migration partnerships as frameworks for “safe, orderly and regular migration”. I want to take the opportunity to thank the Austrian Federal Ministry of Science, Research and Economy and the Austrian Academy of Sciences for their great support and for welcoming us in their marvellous premises. I want to thank all our presenters, panellists and discussants for sharing their expertise and insights with us. And last but not least, I want to thank all of my ICMPD colleagues who helped to organise the 2017 Vienna Migration Conference.

Dimitris Avramopoulos | Commissioner, Migration, Home Affairs and Citizenship European Commission

Torkil Åmland | State Secretary for the Minister of Immigration and Integration, Ministry of Justice and Public Security, Norway

Sayed Hussain Alemi Balkhi | Minister, Ministry of Refugees and Repatriations, Afghanistan

Milko Berner | Deputy Minister, Ministry of Interior, Bulgaria

Teshome Toga Chanaka | Ambassador Extraordinary and Plenipotentiary of Ethiopia to the Benelux, Baltic States and EU, Ethiopia

Abdulrahman B. Dambazau | Minister, Ministry of Interior, Nigeria

Gabriele De Giorgi | Political Adviser, Office of the Prime Minister, Italy

Cihad Erginay | Ambassador, Deputy Undersecretary, Ministry of Foreign Affairs, Turkey

Lukas Gehrke | Director, Policy, Research and Strategy, ICMPD

Ralph Genetzke | Head of Brussels Mission, ICMPD

Werner Hoyer | President, European Investment Bank

Alas M. Jama | Senior Political Adviser, Office of the Special Envoy for Migrants' Rights, Office of the Prime Minister, Somalia

Raja Manzoor Ahmad Kayani | Joint Secretary, Ministry of Overseas Pakistanis and Human Resource Development, Pakistan

Christian Leffler | Deputy Secretary General, European External Action Service

Karl Lorenz | Head of Section Third Countries and Multilateral Affairs, State Secretariat for Migration, Switzerland

Hans Lundborg | Ambassador, Division for Migration and Asylum Policy, Ministry of Justice, Sweden

Simon Mordue | Deputy Director-General, Directorate-General
for Migration and Home Affairs, European Commission

Magdalena Nestorovska | State Secretary in the Ministry of Interior,
the former Yugoslav Republic of Macedonia

Günter Nooke | BMZ's Commissioner for Africa,
German Chancellor's Personal Representative for Africa in the Federal Ministry
for Economic Cooperation and Development, Germany

Julie Okah-Donli | Director-General, National Agency for
the Prohibition of Trafficking in Persons, Nigeria

Martijn Pluim | Director, Migration Dialogues and Cooperation, ICMPD

Maciej Popowski | Deputy Director General, Directorate General
for Neighbourhood and Enlargement Negotiations, European Commission

Abdunnaser Mohamed Ali Segayer | Colonel, Chairman,
National Team for Security and Border Management, Libya

Wolfgang Sobotka | Federal Minister, Federal Ministry of the Interior,
Austria

Michael Spindelegger | Director General, ICMPD

Migration Partnership Priorities

Panel I

The conference's first panel wanted to discuss the progress, the gaps and the visions for the development of functioning and sustainable migration partnerships with high-level decision makers from State administrations and representatives from the European Union. In line with the overall theme "Migration Partnerships – Frameworks for Safe, Orderly and Regular Migration", it tried to take stock of related developments at the European level, between Europe and its main non-European partners in the field of migration and at the level of the United Nations with regard to the global compact process.

There was wide agreement among all panellists that better solutions in the field of migration and migration partnerships will not be possible without a strong economic and investment component. The first keynote, given by **Werner Hoyer, President of the European Investment Bank**, presented Mr. Hoyer's thoughts on the role that investment and the EIB can play in this regard. He recalled that it was only two years ago when the migration crisis came to the full awareness of the European finance ministers and the financial institutions. It was then when they realised that there is not only a huge humanitarian crisis to deal with but also the need for interventions of finance ministers and financial institutions. The European countries hosting large numbers of refugees all of a sudden had to meet the challenge of financing their protection and reception efforts. In addition to the investment needs of the Member States, the question arose how to go about the situation in the countries of origin and the causes of migration. The International Financial Institutions reacted and started to approach a new stance on development policy. But this new stance will not be financially viable without the stronger involvement of the private sector and private investment multiplying budgetary resources. Development cooperation will have to move away from grants and subsidies towards guarantees and loans agreed in a partnership with countries of origin.

Violence and war that have been the direct triggers of the current migration and refugee crisis appear in many ways beyond the reach of development banks and other International Financial Institutions. And yet, these banks can channel investment in local communities and help to create opportunities close to home for those fleeing violence and persecution. Development banks can complement much needed humanitarian support by promoting economic resilience and growth, essential infrastructure and job creation in those countries and communities most impacted by the refugee crisis. At the same time there is the need to get a firmer handle on the broader root causes of migration. Much of the focus of the Europeans will rightly be on Africa. There, African and European partners must address the root causes of migration consistently identified as poverty, climate change, insecurity, inequality and unemployment. This requires a new approach to development policy, which shifts away from a global social policy to a strategy that focuses on investment, economic resilience, inclusive growth and prosperity, on perspectives for people on the ground, including



Europe is and must remain the continent of solidarity, where those fleeing persecution find refuge. But we have to share the responsibility for the world's refugees. We need a concerted approach on migration worldwide.

Dimitris Avramopoulos

Commissioner, Migration, Home Affairs and Citizenship, European Commission

economic perspectives. Scarce resources must be concentrated on guarantees and loans rather than on grants and subsidies.

For this reason the EIB is closely studying the development of a European development bank that pulls together EU efforts in catalysing private investment into development. As the world's largest multilateral public financial institution the EIB is already playing a major role in addressing the root causes of migration. Amongst the many initiatives the EIB is already involved in, President Hoyer highlighted the bank's assistance to the European Commission in setting up the European Fund for Sustainable Development. The 1.5 billion guarantee fund aims to generate investment of some 15 billion euros in the neighbourhood and Sub-Saharan Africa. Coupled with existing resources, it aims to mobilise up to 44 billion euros of investment. Taking a long-term approach to migration, President Hoyer concluded, requires a focus on opportunities for the young. Creating opportunities for inclusive growth, more and better jobs and higher living standards will require a better approach to investment but also clear commitment to the rule of law, increased efforts to improve the business environment; sound economic policy and skilling of youth to drive productivity.

In his keynote, **Commissioner Dimitris Avramopoulos** called for enhanced understanding that well-managed migration brings important benefits to countries of origin and destination, as well as to migrants and their families. Thus, it is the obligation of the international community to turn the challenges of migration into opportunities. This shall be achieved by building bridges and not walls, and by investing in partnerships that make all partners collectively stronger. Migration challenges can only be effectively addressed by joint efforts and cooperation with countries of origin, transit and destination in a spirit of partnership, shared responsibility and solidarity. When States and international actors work together they can prevent more lives being lost in the sea or in the desert, they can replace irregular and uncontrolled flows with more safe and well-managed legal pathways, they can reduce human smuggling; and they can return and reintegrate migrants who must or who want to go back to their home countries. Partners also have to work on the enhancement of legal migration channels, including for work and study purposes. At the same time, Europe has to continue to fulfil its obligation towards offering international protection for those who need it. In 2016 the European Union has pledged to admit 72,000 refugees. Moreover, the European Commission stands ready to support the Member States to resettle a further 50,000 persons from Turkey, Jordan and Lebanon but also from countries along the Central Mediterranean Route in the coming two years. Europe is and must remain the continent of solidarity, where those fleeing persecution find refuge. But Europe has to share the responsibility for the world's refugees. What is needed is a concerted approach on migration worldwide. At the same time, it is important to collectively address the root causes of irregular migration. The European Union has already contributed a fair share through the EU Emergency Trust Fund for Africa



In the upcoming year fundamental steps are taken to find practical ways to put an end to the culture of displacement and move towards encouraging voluntary return of our compatriots to their homeland.

Sayed Hussain Alemi Balkhi

Minister, Ministry of Refugees and Repatriations, Afghanistan



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and the new External Investment Plan which is expected to trigger more than 44 billion euros of investments in partner countries and the European Union neighbourhood region by 2020. Ultimately, the whole EU has to contribute to reduce poverty, promote sustainable development and bring back stability in our neighbourhood. This, Commissioner Avramopoulos concluded, cannot be done without ensuring joint and coordinated efforts.

In October 2016, the EU and Afghanistan have signed the EU-Afghanistan Joint Way Forward on Migration issues, which should pave the way for structural dialogue and cooperation on migration issues. Given the huge economic and security challenges Afghanistan faces, **Sayed Hussain Alemi Balkhi, Minister of Refugees and Repatriations in Afghanistan**, recalled in his intervention that war and insecurity remain the main factors behind the outward migration from Afghanistan and internal displacement in the country. An estimated 16 million Afghans have sought either refuge or migrated abroad over the past four decades with more than 5.5 million of them still living outside of Afghanistan. Minister Balkhi thanked all host countries, especially Pakistan and Iran that have been generously hosting the majority of Afghan refugees. He stressed that voluntary and safe returns, integration and reintegration of returnees and internally displaced persons, curbing migrant smuggling and the irregular migration of Afghan nationals are the priorities of the government in the area of migration. Since the formation of the National Unity Government nearly 2 million Afghans have voluntarily returned. The government has been able to win the trust of returning refugees for their voluntary return and has fulfilled this national priority goal successfully. The signing of the Joint Way Forward between Afghanistan and the EU has contributed to joint migration management efforts and a proper process of returning migrants to Afghanistan. While emphasising Afghanistan's commitment to the international treaties, Minister Balkhi thanked the German government for suspending forced deportation in view of the recent security situation in Afghanistan.

The Afghan government has developed an ambitious migration policy programme, whose implementation will depend on international support and funding. But in order to address global migration challenges and harness migration opportunities, the international community will have to act in partnership on an array of issues. Concretely, it will have to develop a joint migration management mechanism between countries of origin, destination and transit; create job opportunities in countries of origin with potential economic migrants; implement serious, comprehensive and coordinated efforts to deal with migrant smuggling; reduce pressure on host communities through economic aid; empower refugees and migrants through integration into host communities; provide for resettlement into third countries; facilitate voluntary, gradual and safe returns; promote secure environments in insecure countries by strengthening the security forces and engaging in peace processes; convene training programmes in countries of origin to enhance labour skills of workers aimed

at building capacities for employment opportunities; facilitate and simplify the issuance of work visas and legal documents to curb the trend towards irregular migration and illicit trafficking; and sign MoUs and agreements for legal labour migration from countries with an available workforce to countries in need of labour capacity.

As the most populous African country and as a vibrant economic centre, Nigeria is a major destination country of migration flows, but also a transit country and country of origin. In recent years, the Federal Government has adopted a new immigration policy and Nigeria is strongly engaged in cooperation on migration with other African States but also with Member States of the EU. War and conflict are not the only drivers which force people to leave their home communities. **Abdulrahman B. Dambazau, Minister of the Interior in Nigeria**, stressed that among the many reasons for outward migration and displacement within Nigeria climate change and unemployment of youth are two important explanations for emigration and internal displacement. With a population of more than 180 million people, Nigeria is the most populous country in Africa. The major challenge in terms of migration is those mostly youth who follow what Minister Dambazau termed the "path of death" through the Sahara Desert across the Mediterranean into Europe, with many of them getting trapped in Libya along the way. One possible explanation for this is climate change. Climate change has had a serious impact across the whole Sahel belt. Nigeria experiences desertification advancing by 600 metres every year. This means that many people have lost their livelihoods and the advancement of the desert forces them to move elsewhere. Some of them migrate southwards into the country, some of them migrate northwards across the desert and the Mediterranean into Europe. Climate change is a key issue that needs to be tackled. Lake Chad, as just one example, has dried up to a considerable degree and that jeopardises the livelihoods of 40 million people in terms of fishery and farming. Nigeria has done research to find ways to recharge the lake, and this is an area where partnership between Europe and Nigeria could have very concrete positive results. Minister Dambazau considers migration a natural phenomenon; what makes the difference is the way it is managed and this is why migration calls for partnerships. Countries should be able to encourage the positive side of migration. For this they have to jointly address the major challenge of unemployment, the issue of social and economic inequality. If partners work together and invest in vocational education in a way that people without the opportunity acquire skills, this will prevent them from moving from their country of origin. On the other hand, returnees should not be in a situation where after staying a couple of years abroad, they find themselves jobless, without skills and education. These are two areas where African and European countries should be able to partner.

In July 2018, Bulgaria takes over the Presidency of the Council of the European Union for the first time and plans to put clear priorities in the focus of the agenda. The security of European citizens and migration are the main priorities of the



I believe that part of the problem is the issue of unemployment, the issue of social or economic inequality. And I believe if we put our heads together and invest in social, vocational education in a way that people without the opportunity acquire skills, I think that will prevent them from moving from their country of origin.

Abdulrahman B. Dambazau
Minister, Ministry of Interior, Nigeria



Many and complex are the factors defining partnership. Of key importance is to have political will. It is important to have clearly defined objectives distributed in the short-, mid- and long-term. But what also matters are the concrete, pragmatic and result-oriented actions and activities.

Milko Berner

Deputy Minister, Ministry of Interior, Bulgaria



Governments cannot find sustainable solutions to the migration challenges on their own, especially governments of countries of the size of Norway. Solutions require international cooperation and joint solutions.

Torkil Åmland

State Secretary for the Minister of Immigration and Integration,
Ministry of Justice and Public Security, Norway

Bulgarian Ministry of Interior. Cooperation and partnerships with non-European countries will play a crucial role in achieving these priorities. Thus, **Milko Berner, Deputy Minister of Interior**, pointed out that in order to move beyond short-term solutions the Bulgarian Presidency believes that a balanced and comprehensive approach in migration cooperation is the only way which will lead to a working and fruitful solution. At the beginning of 2018, Bulgaria will hold the rotating Presidency of the Council of the European Union. This will be an opportunity to continue and build on what has already been initiated in the area of the EU's external dimensions of migration with regard to capacity building and migration dialogue. Absolute priorities will be the adequate protection of borders in full respect of the rights of persons in need of international protection and the support of efforts to find joint solutions both at the regional and the global level. Thus, the EU must continue to effectively counter trafficking in human beings and smuggling of migrants. Putting at risk human lives in order to gain financial benefits is a crime which in no way can be tolerated. At the same time, there is the need to work more effectively in the field of return and readmission. As Presidency, Bulgaria is fully aware that engaging in partnership is a difficult and long process. In this context it will be important to identify clear objectives, to establish an appropriate legal framework and a strategy for effective migration governance, administrative capacity for reliable migration management, support for economic development and the operationalisation of the agreed programme. In this context Bulgaria expects the UN global compacts to provide an adequate framework and guidelines for cooperation between all countries. The Bulgarian Presidency stands ready to engage actively in the different stages of its preparation. Bulgaria will defend the position that the global migration compact should be developed in such a way that will allow its endorsement and implementation by a maximum number of countries.

Torkil Åmland, State Secretary for the Minister of Immigration and Integration in Norway started his intervention by stressing that the migration crisis had prompted an almost unanimous Norwegian parliament to commission the government to assess whether the existing national dimensions were adequately suited to address the current challenges. Thus, the government concluded that the margins of appreciation and room for manoeuvre under international law were considerable. Notwithstanding this, it was also established that governments cannot find sustainable solutions to migration challenges on their own, such solutions require international cooperation and joint approaches. In this respect, Norway is actively taking part in the UN compact process. Thus, the compacts should reflect the sovereign rights of States to determine the conditions for entry and stay on their territories. Migration flows have their own particularities and the compacts should be cautious to apply universal approaches. Norway considers regional and interregional migration partnerships as well-suited to take account of such local particularities. Quite a number of such partnerships have been developed and have contributed to better mutual understanding between countries linked by migration flows. What are the priorities for such interregional

migration partnerships according to the views of the Norwegian government? First of all, they should strive for more practical solutions on the ground. They should promote international protection for those in need of it in regions close to their home if that is feasible. As this poses heavy burdens on host countries in the region, appropriate programmes for the provision of shelter, food, medical assistance and education must be funded. The reception of refugees in countries far away from conflict areas should be placed on orderly resettlements or relocations. State Secretary Åmland quoted Norway's resettlement cooperation with the UNHCR as a long standing Good Practice. Last but not least, labour migration should be managed fully in line with domestic skills needs and must avoid social dumping at all costs.

Of all countries, Turkey shelters the largest number of refugees. At the same time, Turkey cooperates closely with the EU on migration issues. The aforementioned EU–Turkey Statement from March 2016 is maybe the most prominent expression of this cooperation. **Ambassador Cihad Erginay, representing the Turkish Ministry of Foreign Affairs**, recalled that migratory flows have clear implications for peace and stability all over the world and this is why the international community needs to keep the momentum to promote dialogue, action and cooperation on migration issues. Unfortunately, in times of turmoil and uncertainty migrants and refugees become scapegoats and there are rising trends of discrimination, xenophobia and racism in destination countries. There is the need to correct this negative stereotyping and international cooperation and responsibility sharing will be crucial in doing so. In this vein, Turkey believes that the UN global compacts provide the opportunity to create a coherent, comprehensive and better coordinated approach. They have the potential to make a real difference to the lives of some of the world's most vulnerable people and inject the necessary hope to those who are concerned for their future. Turkey supports the work towards the global compacts and is actively taking part in this process since its inception.

Today, Turkey hosts 3.2 million Syrian refugees and a total of over 3.5 million refugees. Turkey is also the largest donor of humanitarian aid in terms of national income. It has so far spent over 30 billion USD on accommodation, healthcare, education, food and other services for the large number of refugees on its soil. Turkey's cooperation with the European Union in the field of migration culminated in the 18 March agreement and as Ambassador Erginay underlined, the joint endeavours have borne fruit as average daily numbers of illegal crossings decreased from 7,000 to around 75. In the international fora, Turkey has led various initiatives that help better manage migration. It assumed the chairmanship of the Global Forum on Migration and Development between 2014 and 2015. It holds the chairmanship of the Budapest Process, which stands as a unique example of cooperation among countries from several regions. With the successful implementation of the Silk Routes Partnership all countries from the region gather around one table and have established very good cooperation and



We should exert every effort to provide necessary conditions for tearing down the barriers standing in front of "safe, regular and orderly migration". This is where partnerships come in absolutely crucial.

Cihad Erginay

Ambassador, Deputy Undersecretary, Ministry of Foreign Affairs, Turkey

partnership. Using this example for Good Practice on migration partnership, Ambassador Erginay concluded that it is high time for all stakeholders to act together on migration even more closely. Turkey will continue to provide protection and assistance to those in need and save the lives of distressed migrants and refugees, and stands ready to work in concert with every stakeholder to address the challenges that the global community is facing as a whole.

In June 2016, High Representative/Vice-President Frederica Mogherini and the European Commission presented a new Migration Partnership Framework with third countries. Together with the many other instruments the EU and the EU Member States have developed in recent years, it should enable the joint management of migration on the basis of a partnership approach. **Christian Leffler, Deputy Secretary General of the European External Action Service**, recalled that the UN Member States have highlighted in the UN Agenda 2030 on Sustainable Development that migration is a driver of development. Partnership is the vehicle, framework and means to achieve this goal. "Partnership" is quite simple as a concept. It is about recognising shared responsibility and working towards common solutions. These common solutions, however, depend very much on the circumstances of each partner. Migration Partnerships have to adapt to the specific situation and circumstances of the partners and countries affected. Over the last years, and in the context of the increased pressures of people seeking to make their way to Europe, the European Union has sought to build partnerships at a bilateral level and at a regional level. It started at the regional level with the Valletta Summit and the Valletta Process identifying vectors along which to work, building new forms of cooperation and supporting this process through a significant increase in the available financial means. It continued at the bilateral level, for instance in cooperation with Niger, which as a major transit country has seen huge pressure on its infrastructure, its social fibre, and on its law enforcement agencies and border control agencies. Thus, the EU had to look at a specific way of supporting Niger in their efforts to step up the management of borders and to host the transient migratory population also in respect of the needs of the local communities. The EU has also sought ways of developing partnerships with countries that have more a profile of countries of origin. The aim is to tailor make the approach for the individual countries as well as taking regional approaches; the Valletta approach is complementary to building on the work of the Khartoum and Rabat Processes. In this regard, Deputy Secretary General Leffler expressed his hope that this approach is taken a step further through the UN Process on the global compacts on migration and on refugees. Again, the compacts should be very much about the global recognition of a shared responsibility and a common effort across the world to find appropriate solutions. Then they could provide a broader framework to pursue the specific efforts tailored to the conditions of each of the partners in South Asia, the Middle East, North Africa and Sub-Saharan Africa.



'Partnership' is basically quite simple as a concept. It is about recognising shared responsibility and working towards common solutions. The way we do that will then depend very much on the circumstances of each partner.

Christian Leffler

Deputy Secretary General, European External Action Service

CONCLUSIONS

- All speakers and panellists agreed that the recent and the current migration and refugee crises are not only humanitarian in nature; they are global and economic, and as such require an effective global economic response.
- This requires a new approach to development policy, which shifts away from a global social policy to a strategy that focuses on investment, economic resilience, inclusive growth and prosperity, and on perspectives for people on the ground, including economic perspectives.
- This new stance will not be financially viable without the stronger involvement of the private sector and private investment multiplying scarce budgetary resources. Development cooperation will have to move away from grants and subsidies towards guarantees and loans agreed in a partnership with countries of origin.
- Thus, there was wide agreement that such a new stance will also not become functional if it is not implemented in a partnership spirit and a partnership approach. When States and international actors work together they can prevent more lives being lost, can replace irregular and uncontrolled flows with more safe and well-managed legal pathways, can reduce human smuggling and can support and manage the return and reintegration of migrants who must or who want to go back to their home countries.
- The factors and aspects defining a migration partnership will necessarily be complex. Of key importance is to have political will to engage in a partnership notwithstanding this complexity.
- In this regard speakers and panellists stressed their support for the ongoing UN compact process which should reflect the sovereign rights of States to determine the conditions for entry and stay on their territories and address migration flows in their own particularities and regional contexts while being cautious to apply universal approaches.
- Access to protection and assistance to those in need are a *sine qua non* should migration partnerships and the global compacts on migration and refugees really work. These instruments should be very much about the global recognition of a shared responsibility and a common effort across the world to find appropriate solutions. Then they could provide a broader framework to pursue the specific efforts tailored to specific needs, situations and challenges.

Operational Cooperation and Crisis Management

Panel II

The second conference day was opened by **Minister Wolfgang Sobotka of the Austrian MOI** who shared his thoughts on how to build sustainable migration partnerships that lead towards long-term cooperation for the benefit of the countries of origin, transit and destination. Root causes of migration are not only conflicts but also demographic, economic, environmental and social developments. They cause a lack of perspectives, especially for the young. Recent years have shown that no country can handle migration challenges on its own, cooperation is the key to do so. The unresolved question of global responsibility can be a starting point for the debate, responsibility within Europe and with the countries in Africa and in the Middle East that host large refugee communities. It is of utmost importance to find a joint, holistic and sustainable approach and to draw up new strategies. This also includes the idea of real partnerships on migration between all members of the international community. Of course, this will be a long and complex political process. Interests are diverse between the countries and actors involved. It is crucial that migration partnerships foster "safe, orderly and regular migration", offer protection to people close to their country of origin if possible but we promote new common asylum systems and re-settlement programmes in Europe and other regions of the world. The promotion and communication of existing possibilities for legal migration will also contribute to more safe and orderly migration systems. Perspectives and opportunities but also limitations for the youth in foreign countries have to be clearly communicated. Emphasis must be placed on ensuring effective return cooperation and policy. This is needed to ensure that the system is working. Thus, return policies have to be linked with targeted investments and structural aid. Therefore, governments will need to bring in partners from the private sector on board. It is quite obvious that the current migratory systems are no longer suitable to deal with the challenges of our globalised world. In the years ahead, States and all relevant actors will have to work together closely to ensure the development of comprehensive, forward-thinking policies on migration and migration partnerships.

In his introduction to the programme of the second conference day **Lukas Gehrke, Director, Policy, Research and Strategy at ICMPD**, reflected upon the meaning of the term "partnership" and the many definitions of what constitutes a partnership. He used a commonly accepted definition stating that "partnership is a shared commitment where all partners have a right and an obligation to participate and where all partners will be affected equally by the benefits and the disadvantages arising from the partnership." Partnerships consequently are frameworks that foster mutual trust between the partners, trust that they will take efforts to fulfil the shared commitments. In order for that to take place, migration partnerships need to go beyond transactional relationships inherent in crisis management and invest efforts into transformational partnerships. Those need to fulfil several criteria. There needs to be equality between the partners. They need to mutually acknowledge interests and challenges, and they need to operate in a framework of trust, reliability and

predictability. If one applies these criteria on previous attempts one might realise that the term “partnership” was sometimes used to disguise that it was about the fulfilment of at times unrealistic policy objectives coupled with ill-fitting incentives and some political pressure that proved counterproductive in the end. More often than not there was investment in short-term deals rather than in long-term partnerships. With a view to the cross-cutting nature of migration and to shared commitments, migration partnerships will have to be formulated more widely and need to include investment and trade, development cooperation under a new paradigm and knowledge transfer as well as many other aspects. All of these elements need to be included in partnerships which need to work on the basis of long-term relations, mutual respect, and really convincing benefits. This will cost and this will take time. But there are no real alternatives. Deals on migration will be always be short-lived, only migration partnerships can achieve joint goals in the long run.

MIGRATION PARTNERSHIPS AND OPERATIONAL COOPERATION

The conference’s second panel gathered experts from Italy, Somalia, the former Yugoslav Republic of Macedonia, Nigeria, Pakistan and the European Commission to explore the issue of migration partnerships from a shorter term perspective by discussing operational cooperation and crisis management. In particular, the panel asked about panellists’ take on the question of how to develop and maintain partnerships in times of crisis and when there is need for urgent measures to address emergency situations.

Gabriele De Giorgi, Political Adviser to the Prime Minister of Italy, opened the discussion with the observation that in our current reality solutions for political crisis work like antibiotics for the human body in case of sickness. Instead of designing measures to prevent the crisis, political systems usually end up feeding their political body with “antibiotics”; that is the fastest and quickest solutions that can be found in order to regain control of what is going on inside and outside of a country. The refugee crisis was such a situation where Italy had to answer with short-term solutions, while thinking already about medium- and long-term solutions. Migration is structural. Using money and asking for short-term solutions entails the danger of undermining the basis for a stronger and more effective way of cooperating and building trustworthy partnerships with origin and transit countries outside the EU. Thus, it should be considered to shift the current “more for more” approach in cooperation with non-EU countries to something like a “complex to complex” approach. Complex questions demand and ask for complex solutions; prevention and investment are the only way to build something between countries linked by migration that is larger, wider and more effective than the current short-term oriented approaches.



The promotion and communication of existing possibilities for legal migration will also contribute to more safe and orderly migration systems. Perspectives and opportunities but also limitations for the youth in origin countries have to be clearly communicated.

Wolfgang Sobotka

Federal Minister, Federal Ministry of the Interior, Austria



Europe needs global solutions and
global solutions need Europe.

Lukas Gehrke

Director, Policy, Research and Strategy, ICMPD

ICMPD
International Centre for
Migration Policy Development



We should move from “more for more” to something like “complex to complex”. Complex questions ask and demand for complex solutions.

Gabriele De Giorgi

Political Adviser, Office of the Prime Minister, Italy



The issue of cooperation and partnership between Europe and Africa, it has to be looked at in different lenses. Each country has different interests but in order to alleviate the problem it has to be looked at in different ways.

Alas M. Jama

Senior Political Adviser, Office of the Special Envoy for Migrants' Rights, Office of the Prime Minister, Somalia



The intervention of **Alas M. Jama, Senior Political Adviser to the Prime Minister of Somalia**, made obvious how difficult the migration and refugee situation can be in a country which itself is seriously affected by crisis. 2.1 million Somalis live outside of Somalia, 1.1 million Somalis are internally displaced and 1 million Somalis are hosted as refugees in neighbouring countries. Somalia is a place of origin, destination and transit and needs to respond to all related challenges. It is involved in, and actively supports, numerous agreements and initiatives at the bilateral, regional and global level that try to address the issues of migration, flight and displacement in a comprehensive way, paying particular attention to the issues of migrants' rights and tackling of root causes. One aspect Mr. Jama highlighted during his intervention was the issue of awareness among migrants. The number of irregular migrants from Somalia is constantly decreasing and this can be seen as a result of the enhanced awareness of the State migration policy among refugees, IDPs and returnees. The government is in permanent consultation with the Ministry of Information and other relevant actors and has developed a civic education strategy to increase public awareness on critical aspects of migration, a civic education programme with special attention to the needs of women and youth, and the constant launch of education programmes in identified areas of concern.

Mr. Simon Mordue, Deputy Director-General in the European Commission Directorate-General for Migration and Home Affairs, gave an overview of the impressive number of activities and initiatives that have been initiated and implemented by the EC in cooperation with the EU Member States and non-EU partners over the last two years. Thus, he tried to summarise the experiences made and lessons learnt with a view to better crisis responsiveness and partnership on migration. He started with some bad news. There does not seem to be a single magical model that can be pulled out of a drawer and applied whenever there is a migration crisis. One has to be very realistic about this and the key lesson is that in each and every situation one needs rather a tailor-made approach, which is built dependent upon the particular nature of the crisis or situation which needs to be faced. The good news is, however, that there are some common aspects that when considered can have a tremendous impact on successfully dealing with short- and long-term migration issues. First of all, no migration partnership can solely be based upon migration; it needs to be much, much broader. Secondly, it should not be about stopping migration but about replacing disorderly migration flows with orderly migration flows. It is about dismantling the business model of smugglers, it is about reducing the loss of lives, risks and threats to people who are in a very vulnerable situation. In this regard it is regrettable that the debate does seem to take full note of the huge reduction in loss of lives that was witnessed in the context of the EU–Turkey Statement. It is also about offering opportunities for those in need of protection to reach the European Union without having to risk their lives. Resettlement needs to be much more of a prominent migration tool prevalent to the European Union level for the future. Another key lesson learnt is the need for a



The steps that are being taken on the African continent are dramatic and very interesting to follow, and we are happy that as ICMPD we are supporting these efforts.

Martijn Pluim

Director, Migration Dialogues and Cooperation, ICMPD



comprehensive regional approach. One of the reasons why the flows to the European Union have dropped in the last few months is because there was a lot of work done with Niger working with the authorities to help tackle and dismantle smuggling rings and to create socio-economic opportunities. The three key areas for making the achievements of the last years sustainable, Mr. Mordue concluded, are as follows: significant investment in tackling the root causes, work on creating genuine legal migratory and circular migration pathways, and getting much more efficient on returns, which need to be destigmatized and integrated in the work with non-EU partners, so that returns can take place in full accordance with international obligations and in a way of dignity and with strong assistance for reintegration.

Migration is not an unknown phenomenon in the former Yugoslav Republic of Macedonia but when in 2015 the country found itself in the path of a huge migration wave it was one of the most sensitive and complex issues it had to deal with over the last twenty years. The large number of migrants who just wanted to pass through Macedonia to get to West European countries put to the test the capacities of all government bodies, NGOs and citizens in the country. **Magdalena Nestorovska, State Secretary of the Ministry of Interior**, explained how the government reacted with a number of legal and procedural measures like amendments to the Law on Asylum, the opening of temporary transit centres and the instalment of registration checkpoints at the border, but also developed close political and technical cooperation with EU Member States and the international community as a whole. Thus, Ms. Nestorovska expressed her country's gratitude to all international partners for their support. Today, the situation at the borders with neighbouring countries is stable. However, attempts for illegal entry and smuggling of migrants continue to exist. The danger of an escalation of the situation is constantly present. What are the lessons Macedonia learnt from dealing with the situation over the last two years? First of all, the so-called migration crisis will not be solved by unilateral measures or bilateral measures. The migration crisis is a complex challenge and requires a complex, coordinated and well-managed response. It requires sincerity and commitment of the entire international community. It requires maximum awareness of every stakeholder that their neighbour's problem is also their own problem and that no one can isolate themselves and just observe what is happening. A united response to a crisis must never be simple rhetoric but has to be seen as an essential and key action for success in dealing with it.

When discussing the root causes of migration most emphasis is put on the situation in countries of origin. **Julie Okah-Donli, Director-General of the National Agency for the Prohibition of Trafficking in Persons (NAPTIP) in Nigeria**, reminded the conference not to forget to discuss the issue of root causes in a balanced way. One cannot look at the root causes of irregular migration in the countries of origin without looking at the root causes in the countries of destination. Phenomena like the demand for cheap



I think it is very important to recognise the important contribution paid by our partner countries. Especially if you look at the EU–Turkey Statement I think it would be appropriate to pay tribute to the Herculean efforts of the Turkish government and the Turkish population who have provided sanctuary to over 3 million refugees.

Simon Mordue

Deputy Director-General, Directorate-General for Migration and Home Affairs, European Commission



The migration crisis requires sincerity and commitment of the countries of the entire international community. It requires maximum awareness of every stakeholder that the neighbour's problem is also your problem.

Magdalena Nestorovska

State Secretary, Ministry of Interior,
the former Yugoslav Republic of Macedonia

and informal labour, sexual exploitation, organ harvesting, and corruption among law enforcement agencies in all countries linked by migration are fuelling irregular migration as well as the exploitation and abuse of vulnerable persons. They are equally important to look at when trying to address root causes. Obviously, there is high demand and there is high profit to make out of irregular migration and illegal foreign employment in countries of destination and that is one of the reasons why the business of migrant smugglers and human traffickers is thriving. All States must cooperate and increase their efforts to prosecute the networks behind these criminal activities. In this context there also needs to be more coordinated return and reintegration of victims of trafficking and irregular migrants. There must be a protocol on identification, safe return and reintegration of victims, enhanced empowerment and rehabilitation programmes. Information is key for prevention and NAPTIP has embarked on a massive awareness raising campaign to educate potential migrants about the dangers of irregular migration and the fact that they may fall victim to trafficking if they embark on such injurious journeys. But there needs to be more rigorous investigation and prosecution of human trafficking cartels based at destination countries including assets tracing and confiscation as well.

As one of the most important source countries of labour migrants on a global scale, Pakistan has to deal with a number of migration policy and migration management challenges. **Raja Manzoor Ahmad Kayani, Joint Secretary in the Ministry of Overseas Pakistanis and Human Resource Development**, identified a number of these challenges in his statement. There is a lack of planned and well-managed emigration policy, irregularities in the process of emigration, the absence of a mechanism for analysing international labour market trends, trades and competencies in demand in the countries of destination. Obviously, the issue of remittances is high on the agenda and a sensitive area for all countries of origin. Pakistan would like to see remittances channelled more through official banking channels than is the case now. The absence of regular comprehensive information and orientation briefings for labour emigrants – pre-employment, pre-departure and upon return – was identified as a big gap in the national migration policy as well. Pakistan's national migration policy focuses on three variables: the promotion of employment of Pakistani citizens abroad, the welfare of Pakistani citizens while they are overseas, and the reintegration of returning migrant workers. While pursuing this national migration policy, the government is working on some main thematic areas, which are in line with the aspirations of the other Colombo Process countries. These thematic areas are: first, labour emigration and protection of workers; second, global marketing and skills development; third, welfare of emigrant workers and overseas Pakistanis, and forth, promotion of remittances through legal channels. In conclusion Mr. Kayani stated that all countries have to work together to turn migration into a win-win situation. The more States create pathways to legal migration through the implementation of planned and well-managed migration policies, the more they will also see a decrease in irregular migration.



The more we create pathways to legal migration through the implementation of planned and well-managed migration policies the more we see a decrease in irregular migration.

Raja Manzoor Ahmad Kayani

Joint Secretary, Ministry of Overseas Pakistanis
and Human Resource Development, Pakistan



You know when we talk about irregular migration we cannot separate it from trafficking because most of these irregular migrants become victims of trafficking due to the vulnerability they find themselves in.

Julie Okah-Donli

Director-General, National Agency for the Prohibition of Trafficking in Persons, Nigeria

CONCLUSIONS

- Panellists stressed that there is not a single magical model that can be applied universally and out of the drawer whenever there is a migration crisis. One key lesson learnt in responding to the crisis of 2015 is that each and every situation needs a tailor-made approach, which is built dependent upon the particular nature of the situation that needs to be addressed.
- The international community should strive to increase its principal ability to respond to a crisis, to have appropriate and flexible tools at hand, and to be prepared for responding in complex, coordinated and well-managed ways. Such an approach requires the awareness of all States and stakeholders that there are no isolated challenges but only common challenges and a united response to a crisis must be seen as the essential success factor in dealing with it.
- A key lesson that can be learnt from the successful initiatives that have been started in the aftermath of the 2015 crisis is that such initiatives need to be embedded in a comprehensive regional approach and in functioning regional frameworks for dialogue and concrete cooperation.
- An important requirement for migration partnerships is to acknowledge the demand side of irregular migration in countries of destination, too. This demand fuels irregular migration, migrant exploitation and abuse of vulnerable persons. All States must cooperate and increase their efforts to prosecute the networks behind these exploitative and criminal activities.
- Finally, migration partnerships should not be solely based upon migration, they need to be much, much broader. Moreover, they should not be about stopping migration but about replacing disorderly migration flows with orderly migration flows.

Sustainable Migration Partnerships and Long-Term Cooperation

Panel III

The conference's third panel gathered experts from Ethiopia, Germany, Libya, Sweden, Switzerland and the European Commission who tried to answer the question which elements have to be put in place and how they have to function in order to forge sustainable migration partnerships. The discussion centred on those aspects that go beyond addressing immediate crises and that provide the basis for addressing the often quoted root causes for those types of migration that are "unsafe, irregular and disorderly."

This very question was taken up by the first panellist **Teshome Toga Chanaka, Ambassador Extraordinary and Plenipotentiary of Ethiopia to the Benelux, Baltic States and EU**, who asked why migration as a phenomenon which is as old as mankind itself is so high on the political agenda these days. In his view it is because of its volume but most importantly because the overriding migratory trend in recent years has been "unsafe, irregular and disorderly." Mr. Chanaka fully acknowledged the political concerns in Europe and other destination regions but also pointed out that the situation of countries of origin has to be acknowledged as well. Ethiopia is losing thousands of young people every year whose contributions and talent are lost for the development of their home country. There is a general push for people to leave their country, their home, their family, the so-called driving factors. Thus, it is important not to make generalisations. Root causes vary from one country to another, from one region to another, from one individual to another. What is needed is specific intervention as per specific root causes that push people from their countries of origin. One generalisation can be made though. In order to make migration "safe, regular and orderly" all States have to work together on creating jobs and economic opportunities at home but also on creating pathways for legal migration abroad. Do we need sustainable migration partnerships to reach this goal? Mr. Chanaka's answer was yes – there is the need for partnership that is effective, partnership that actually delivers and partnership that is based on shared responsibility and solidarity. In order to make this partnership a reality there is the need for countries in Europe and in Africa to work together, there is the need to have a clearly defined policy, strategy, institutions and a legal framework.

Maciej Popowski, Deputy Director General from the Directorate General for Neighbourhood and Enlargement Negotiations in the European Commission, highlighted that since 2015 also the Neighbourhood Policy of the EU recognises migration and migration management as one of its major policy areas. This is now fully reflected in the partnership priorities with the neighbours. Thus, there is no one-size-fits-all approach, the Neighbourhood Policy tries to meet the different needs and different requirements on the ground. There are countries emerging from a conflict or being in the middle of a conflict, there are countries that are very stable. Therefore, partnerships are tailor-made and can comprise activities related to migration dialogue, capacity building, police and judiciary cooperation or migration governance and



We should not make generalisations on root causes. Root causes vary from one country to another, from one region to another, even from one individual to another. We need specific interventions as per specific root causes that push people from their countries of origin.

Teshome Toga Chanaka

Ambassador Extraordinary and Plenipotentiary of Ethiopia to the Benelux, Baltic States and EU, Ethiopia



We have agreed sets of priorities with our partners in a very differentiated way and this is key. We are not imposing anything, we are negotiating partnership priorities with the countries in question.

Maciej Popowski

Deputy Director General, Directorate General for Neighbourhood and Enlargement Negotiations, European Commission

management. What is really new is the strong focus on socio-economic cooperation and the availability of financial means to support this goal. Mr. Popowski quoted the example of Egypt where, in view of the migratory potential, DG NEAR is looking at socio-economic stabilisation and engagement with the Egyptian authorities and is about to put in motion concrete programmes and projects under the so-called North of Africa Window under the EU Emergency Trust Fund for Africa. In terms of partnership frameworks, there are the regional dialogues like the Khartoum Process and the Rabat Process, there is the Valletta Framework, and there are bilateral migration dialogues, for instance, with Egypt and Algeria. But what might matter the most in terms of building and supporting sustainable migration partnerships are the so-called cooperation instruments that represent the "financial firepower" of the European Union. In Valletta it was decided to set up a trust fund not only to generate funding but also to be more flexible. The trust fund is a truly specific instrument and really fast compared to traditional cooperation instruments managed at the European Commission but also at the Member States level. In conclusion, Mr. Popowski referred to the European Investment Plan, the External Investment Plan and the European Fund for Sustainable Development, again unique cooperation instruments that are just about to start. Potentially, they sum up to 44 billion euros investment, and because the EC wants to offer specific support to potential investors it aims at drawing on all knowledge gathered. To this end, it has put together a specific team that is going to manage and support the work under the European External Investment Plan. Naturally, Mr. Popowski concluded, this will not happen overnight, but will be a long-term yet promising process when the EU wants to be serious about addressing the root causes of migration.

One positive outcome of the recent debate on migration is that it has triggered and created public awareness of the need to have economic growth on the ground in Africa and other regions of origin of international migration. This was pointed out by **Günter Nooke, BMZ's Commissioner for Africa and the German Chancellor's Personal Representative for Africa in the Federal Ministry for Economic Cooperation and Development**. He expressed his hope that the migration debate will help the international community to finally do the right things on the ground together, things that have been known to be a necessity for quite a long time. Migration is a complex issue and its drivers are manifold: hunger, violence, political prosecution but what is crucial is a lack of perspectives for young people to earn a decent living in their home countries. That is particularly the case for young people in Africa. The huge difference between the living conditions between countries and regions has to be seen as the main root cause for migration. During its G20 Presidency, Germany organised a conference titled G20 Africa Partnership to transport the most important message that sustainable economic development and private investment in Africa are key for creating better living conditions on the ground. Africa will need 20 million new jobs annually in order to provide young people with the necessary economic



When it comes to migration we need inclusive partnerships with governments but also the private sector, people, especially young people, and the diaspora. We all have to work together.

Günter Nooke

BMZ's Commissioner for Africa, German Chancellor's Personal Representative for Africa in the Federal Ministry for Economic Cooperation and Development, Germany



In the end there are only two ways, either good opportunity comes to the people or the people will go where there is a good opportunity, and that means the solution is a long-term solution which takes care of development projects and development strategies.

Abdunnaser Mohamed Ali Segayer

Colonel, Chairman, National Team for Security and Border Management, Libya

opportunities. In order to create these jobs it will need an increase in investment scale that cannot be achieved with funds from donors and the International Financial Institutions. Hence, the international community needs to support African countries in attracting investments from the private sector including institutional investors. The African Union and Germany have developed the so-called Skills Initiative for Africa with the goal to improve vocational training especially for girls and women. Together these initiatives coupled with programmes of other donors and International Financial Institutions are geared towards reducing the pressure to migrate in the medium term. One must not forget that the majority of current migrants stay and want to stay within Africa. Therefore, Germany supports intra-regional approaches to facilitating labour migration between African countries. One thing has to be clear though, not all migrants in any given country will be able to remain permanently. Return migration has to be part of any functioning migration system. Germany has set up a new return and reintegration programme called Returning to New Opportunities to support returnees willing to return to their home country. In conclusion, Mr. Nooke reiterated that when it comes to migration there is the need for inclusive partnerships with governments but also the private sector, people, especially young people, and the diaspora. All actors and stakeholders have to work together.

Libya is the main transit point for refugees and migrants trying to reach Europe by sea. From the European perspective, Libya is key for solving its own migration challenges. This view, however, was also shared by **Abdunnaser Mohamed Ali Segayer, Chairman of the Libyan National Team for Security and Border Management**, who confirmed Libya's position that it needs to be present in any regional or international dialogue on migration as Libya's name is so prominent in the debate and it needs to make its voice heard. This also includes telling the untold part of the story in regard to migration across its territories. It is the transit countries like Libya who usually get stuck in between migrations from origins to destinations, pay a heavy price for this fact themselves and more often than not have to take the blame for a situation they have neither caused nor wanted. For Libya, there is no doubt that it is at the forefront of the refugee and migration crisis in the region and across the Mediterranean Sea. It acknowledges that migration from the Libyan territory towards the EU represents a major concern to the EU Member States. However, it is not of Libya's making, rather it is a challenge driven by factors beyond the Libyan border. And for that the crisis cannot be resolved if it is too much framed as a Libyan problem or a Libyan issue. What has made migration across the Libyan territory in recent years so much more intense and difficult? A simple answer is the Libyan crisis and the instability. But that is only one factor in the equation, the many other drivers of migration which come into play are out of the reach of the Libyan government and authorities. Indeed, the migration crisis needs addressing, but all States have a moral commitment before a security commitment to alleviate the suffering of the people who risk their lives by crossing the Libyan Desert and the Mediterranean Sea driven

by their hope for better life which often ends up in a tragic manner. There is the need to build up long-term sustainable partnership that addresses the issue of illegal migration from all its aspects, a comprehensive solution which builds bridges not walls. There needs to be strategies for legal migration. There needs to be an effective fight against the organised crime behind irregular migration. There needs to be economic development, investment, and job creation providing a better way of life back home, in the source countries, not in the transit country or destination country.

Ambassador Hans Lundborg from the Swedish Ministry of Justice pleaded that instead of only discussing the root causes and the vulnerability that many migrants and refugees face, everyone should look much more at the positive aspects of migration. All actors should try to shift the negative narrative into something that migration could be a positive force, a positive element. Ambassador Lundborg stressed that discussing migration at the UN level and in earnest is rather a novelty caused by the willingness of the international community to highlight the importance of migration in view of the recent large migration flows. The 2016 New York Summit, the global compact process and the inclusion of the International Organization for Migration into the UN system are the concrete expression of this willingness and at the same time a real breakthrough within the system. Sweden wants the global compacts to be an important platform for the work of the United Nations and a platform all States and stakeholders can agree upon. Ambassador Lundborg recalled the process with six different discussions during the fall of 2016, the December Mexico Summit that summarised the different thematic discussions and the negotiations starting in New York in February until July to formulate the global compact. Thus, Sweden's priorities are to promote sustainable labour migration with decent work and to strengthen the capacity to manage migration in countries of origin, transit and destination in order to address irregular migration. This also includes combating trafficking and smuggling as well as effective returns, readmission and reintegration and third to promote better governance on migration. Thus, IOM should play a central role in the follow-up and be a central body for the multilateral work on migration.

Switzerland is the European country with the most experience when it comes to migration partnerships. It has started the process on working on such partnerships in 2008 and **Karl Lorenz, Head of Section in the State Secretariat for Migration (SEM)**, concluded the final panel of the conference by presenting Switzerland's philosophy and experiences in the context of migration partnerships. The starting point was the realisation that traditional approaches in the external dimension of migration policy were not sufficient anymore. Until the years 2000–2005, Switzerland was basically trying to conclude return and readmission agreements with countries of origin, which worked fairly well in the European context but not so well outside of Europe. The SEM realised that they lacked an important part of the migration dialogue because countries of origin wanted to discuss issues from development assistance



We want the global compacts to be an important platform for the work of the United Nations and a platform we all can agree upon, not just an empty word.

Hans Lundborg

Ambassador, Division for Migration and Asylum Policy,
Ministry of Justice, Sweden

to irregular migration, police cooperation and other issues that the SEM was unable to accommodate in the traditional readmission agreement setting. The second problem was that the SEM did not have the competence or the capacity to talk about issues which were outside its mandate, judicial cooperation, police cooperation, economic cooperation and so forth. There was the need to look for a new approach which would allow for a more comprehensive instrument and which would also allow integrating other entities from the Swiss administration. Consequently, a new law was introduced in 2008 that forms the basis for migration partnerships. Switzerland started concluding five migration partnerships with Serbia, Bosnia and Herzegovina, Kosovo, Nigeria and Tunisia. Each migration partnership is different in terms of structure, content, policy and projects and programmes. An essential part of the migration partnerships is that they helped to increase the mutual trust and make it possible to discuss difficult issues and find solutions. Switzerland also conducted an external evaluation of the partnerships, it turned out much to the surprise of the SEM that the point or the aspect of the migration partnerships which was valued by partners was not so much the programmes or the financial investment but the fact that there were regular dialogues on a partnership basis. So, the possibility to have a structured, ongoing dialogue with Switzerland seemed to be of considerable interest and importance to the partners. Switzerland is currently looking forward to entering into new migration partnerships with a number of countries. Thus, it is important to find partners who are interested in cooperating on a long-term basis and are open to address a variety of issues including return but not at all exclusively and where there is an ongoing, long-lasting migration relation.

CONCLUSIONS

- ➔ All panellists agreed that there is the need for migration partnerships that are effective, partnerships that deliver on the ground and partnerships that are based on shared responsibility and solidarity.
- ➔ Thus, functioning migration partnerships will depend on the political will of countries working together but equally important also on clearly defined policies, strategies, institutions and legal frameworks.
- ➔ Although root causes vary between countries, regions and individuals and require specific intervention as per specific root cause, one generalisation can still be made. In order to make migration "safe, orderly and regular" all States and all migration partnerships have to work together on creating jobs and economic opportunities at home but also on creating pathways for legal migration abroad. Institutions matter and have to be built upon mutual agreement, endorsement



If we think about sustainable migration partnerships we have to think about structures as well, the political will, policies, legislation, strategies and platforms for getting together.

Ralph Genetzke
Head of Brussels Mission, ICMPD



When you have trust in a partnership you can discuss issues that are not only pleasant and easy to deal with. You come to a point where you have diverging interests and opinions but when you trust each other you are able to discuss these issues and find solutions, which is something that we realise constantly in our migration partnerships.

Karl Lorenz

Head of Section, Third Countries and Multilateral Affairs,
State Secretariat for Migration, Switzerland

and support. As solid frameworks for dialogue as well as for policy formulation and implementation they are a prerequisite for building migration partnerships.

- There was wide agreement that the global compacts have high potential to develop into an important platform for the work of the United Nations on migration and a platform all States and stakeholders can agree upon.
- What is really new in the cooperation between countries on migration that has evolved over the last two years is the strong focus on socio-economic cooperation and the availability of financial means to support this goal. Especially in the context of the European Union, the newly available cooperation instruments have a clear focus on addressing the socio-economic conditions of migration and a significantly increased financial firepower to do so.
- The creation of a sufficient amount of jobs and opportunities that could really impact the situation in countries of origin, however, will need an increase in investment that cannot be achieved with funds from State donors, the European Union or the International Financial Institutions. Hence, the international community has to support countries of origin in attracting investments from the private sector including institutional investors.
- An essential part of already existing migration partnerships, as the example of Switzerland confirms, is that they help to increase mutual trust and make it possible to discuss difficult issues and find solutions. Again it can be concluded that institutions matter and that the possibility to have a structured, targeted and permanent dialogue on migration and beyond seems to be a major asset of this approach.



Conclusion

Vienna Migration Conference 2017

Building a better global system of migration and protection based on partnership and responsibility will be a long and complex process. A multitude of actors, frameworks and processes will have to discuss and agree new and better solutions than the ones we have today. The purpose of the 2017 Vienna Migration Conference was to contribute to this process by discussing whether the results that had been achieved over the last years had been going in the right direction and had paved the way for new and sustainable partnerships on migration. The discussions at the conference provided vivid evidence for the significant progress that has been made since the beginning of the so-called migration and refugee crisis in 2015. This progress refers to the number of initiatives, to the intensity of cooperation, to the instruments available but ultimately also to the approximation in positions that can be observed between the so-called countries of origin, transit and destination.

The 2017 VMC took stock of the new instruments and initiatives forging migration partnerships and in doing so they also provided a number of thoughts on how to ensure that these partnerships become really sustainable. First of all, migration policy makers should stop searching for the "holy grail", the one solution which solves all problems. Migration is complex and needs complex solutions. For short-term challenges the international community will always have to "expect the unexpected" and will have to be prepared for it. For the long-term challenges there needs to be tailor-made solutions for each specific situation based on joint responsibility, appropriate policy and capable instruments. None of these arrangements can be based on migration alone; they will have to include a whole range of other policy areas and most importantly economic cooperation and investment.

There was unanimous agreement that the creation of jobs and economic opportunities for the younger generations in the so-called countries of origin has to be one of the main purposes of migration partnerships. The need to focus on economic cooperation as the essential building block for sustainable migration partnerships was the first main conclusion of the 2017 VMC. The challenges linked to migration and displacement are not only humanitarian in nature, they are global and economic, and as such require an effective global economic response. This also calls for new approaches in economic and development cooperation shifting away from a global social policy to a strategy that focuses on investment, economic resilience, inclusive growth and prosperity. Closely linked was the second main conclusion, namely, that a new stance on economic and development cooperation will not be financially viable without the



stronger involvement of the private sector and without private investment multiplying the scarce budgetary resources of states and international actors. What is really new in the cooperation on migration between countries of origin, transit and destination that has evolved over the last two years is the strong focus on socio-economic cooperation and the availability of financial means to support this goal. Especially in the context of the European Union, the newly available cooperation instruments focus on addressing the socio-economic conditions of migration and have a significantly increased financial firepower to do so.

Migration partnerships have to be “actionable”, deliver on the ground and produce positive impacts as quickly as possible. The initiatives presented at the 2017 VMC seem to have found a balance between short-term impact and long-term vision. This rather encouraging conclusion seems to be the result of a new quality in discussing migration issues between States that is characterised by more acknowledgement of each others’ situation as well as enhanced readiness to work together. The issues of access to international protection and international solidarity remain unsolved. Access to protection and assistance to those in need, however, are a *sine qua non* should a new global migration partnership framework work in practice.

This also raises the question whether new cooperation frameworks are needed. The participants at the 2017 VMC confirmed the significance of institutions, policies, strategies, legislation and standing frameworks for discussion and negotiation. At the same time they opted for a pragmatic approach, seeing the further development of the existing system of migration dialogues and cooperation instruments as one priority and the support for the UN global compact process as the other. The global compacts on migrants and refugees are seen as providing the opportunity to create a coherent, comprehensive and better coordinated approach. They should be very much about global recognition of a shared responsibility and joint international efforts to find appropriate solutions. Then they could provide a broader framework to pursue the specific efforts tailored to specific needs, situations and challenges.

Migration partnerships will not be developed under laboratory conditions. There are fundamentally different interests between the countries linked by international migration, there are numerous externalities out of the reach of migration policy and there are differing amounts of power influence between the partners. This calls for migration partnerships between sometimes very different partners, partnerships which still approach the migration issue from the perspective of all parties involved. It calls for partnerships which put the same emphasis on solutions for the global level, for the regional level, for the State and for the local levels. And it calls for partnerships which do all of this with a view to solutions that work for those affected the most – for migrants, for refugees and the displaced, for home communities and

communities hosting migrants, for people who return back home but also for those who do not want or cannot migrate at all.

An essential part of already existing migration partnerships, as the example of Switzerland confirms, is that they help to increase mutual trust and make it possible to discuss difficult issues and find solutions. Again it can be concluded that institutions matter and that the possibility to have a structured, targeted and permanent dialogue on migration and beyond seems to be a major asset of this approach. Partnership solutions have to emphasise political feasibility and take into account the margins, options and limitations defined by domestic, regional and global regulatory frameworks but also by the attitudes and perceptions that shape the public and political debate. They have to consider migration realities by including the findings of migration research and analysis in their thinking. Migration is both a basic human condition and a complex social practice. It eludes all simplification and attempts of full political control. Last but not least, these solutions have to acknowledge and balance the interests of all the various state, supra state, substate and non-state actors that have to be involved in developing and maintaining functioning solutions based on a spirit of partnership.

The task of further developing these migration partnerships will continue to be both complex and demanding. But a solid foundation has been laid and the last years have shown that positive developments are possible that would have been impossible a few years ago. This holds true to the degree of political investment at the highest levels, the intensity and variety of new forms of cooperation and last but not least the funding available to support all related activities.

Even a favourable account will have to admit that this process is in its early stages and all partners will have to do their best to keep it safe from the risk of derailment. The work on sustainable migration partnerships will have to continue and we at ICMPD will strive to support all our partners in their efforts to make them work. During 2018 we will further develop the ideas and proposals put forward at the 2017 VMC, together with our Member States and all our friends and partners, and discuss the hopefully successful next steps at the Vienna Migration Conference 2018.

AGENDA VIENNA MIGRATION CONFERENCE 2017

Monday, 23 October 2017

Austrian Academy of Sciences

Welcoming and Opening

- ➔ **H.E. Michael Spindelegger** | Director General
International Centre for Migration Policy Development (ICMPD)

Keynotes

- ➔ **H.E. Werner Hoyer** | President, European Investment Bank
- ➔ **H.E. Dimitris Avramopoulos** | Commissioner, Migration, Home Affairs and Citizenship, European Commission (video statement)

Panel I: Migration Partnership Priorities

- ➔ **H.E. Sayed Hussain Alemi Balkhi** | Minister, Ministry of Refugees and Repatriations, Afghanistan
- ➔ **H.E. Lt. Gen. Abdulrahman B. Dambazau** | Minister, Ministry of Interior, Nigeria
- ➔ **H.E. Milko Berner** | Deputy Minister, Ministry of Interior, Bulgaria
- ➔ **H.E. Torkil Åmland** | State Secretary for the Minister of Immigration and Integration, Ministry of Justice and Public Security, Norway
- ➔ **H.E. Cihad Erginay** | Ambassador, Deputy Undersecretary, Ministry of Foreign Affairs, Turkey
- ➔ **H.E. Christian Leffler** | Deputy Secretary General, European External Action Service

Moderator: H.E. Michael Spindelegger, Director General, ICMPD

Tuesday, 24 October 2017

Austrian Academy of Sciences

Welcoming and Opening

- ➔ **H.E. Michael Spindelegger** | Director General, ICMPD
- ➔ **H.E. Wolfgang Sobotka** | Federal Minister, Federal Ministry of the Interior, Austria

Introduction

- ➔ **Mr. Lukas Gehrke** | Director, Policy, Research and Strategy, ICMPD

Panel II: Operational Cooperation and Crisis Management

- ➔ **Mr. Gabriele De Giorgi** | Political Adviser, Office of the Prime Minister, Italy
- ➔ **Mr. Alas M. Jama** | Senior Political Adviser, Office of the Special Envoy for Migrants' Rights, Office of the Prime Minister, Somalia

- ➔ **Mr. Simon Mordue** | Deputy Director-General, Directorate-General for Migration and Home Affairs, European Commission
- ➔ **Ms. Magdalena Nestorovska** | State Secretary, Ministry of Interior, the former Yugoslav Republic of Macedonia
- ➔ **Ms. Julie Okah-Donli** | Director-General, National Agency for the Prohibition of Trafficking in Persons, Nigeria
- ➔ **Mr. Raja Manzoor Ahmad Kayani** | Joint Secretary, Ministry of Overseas Pakistanis and Human Resource Development, Pakistan

Moderator: Mr. Martijn Pluim, Director, Migration Dialogues and Cooperation, ICMPD

Panel III: Sustainable Migration Partnerships and Long-Term Cooperation

- ➔ **H.E. Mr. Teshome Toga Chanaka** | Ambassador Extraordinary and Plenipotentiary of Ethiopia to the Benelux, Baltic States and EU, Ethiopia
- ➔ **Mr. Maciej Popowski** | Deputy Director General, Directorate General for Neighbourhood and Enlargement Negotiations, European Commission
- ➔ **Mr. Günter Nooke** | BMZ's Commissioner for Africa, German Chancellor's Personal Representative for Africa in the Federal Ministry for Economic Cooperation and Development, Germany
- ➔ **Mr. Abdunnaser Mohamed Ali Segayer** | Colonel, Chairman, National Team for Security and Border Management, Libya
- ➔ **H.E. Hans Lundborg** | Ambassador, Division for Migration and Asylum Policy, Ministry of Justice, Sweden
- ➔ **Mr. Karl Lorenz** | Head of Section Third Countries and Multilateral Affairs, State Secretariat for Migration, Switzerland

Moderator: Mr. Ralph Genetzke, Head of Brussels Mission, ICMPD

Conclusions and Conference Closure

H.E. Michael Spindelegger | Director General, ICMPD

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