

Managing migrations, integration and poverty: a global challenge for governance and public administration



Improving Administrative Sciences Worldwide

Main Messages from the 2017 IIAS International Congress

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The Issue

- Arrival of new flows of migrants in Europe
- Legal and irregular migration at the center of attention of governments over the world
- Increasing migration flows as opportunities and challenges for governments/PA in countries of destination, transit, origin
- Recent human tragedies (Mediterranean Zone) showed importance of coordination, emergency and solidarity mechanisms
- Problem of racist reactions in difficult socio-economic contexts
- Waves of migration under extraordinary conditions strain governance systems
- Multiple governmental actors and complex governance systems as challenges for migrants in host countries
- Management of migration as a priority in the SDGs and on the agenda 2030 (e.g. call for “well managed migration policies”)

**Urgent need to
compare, assess,
reconsider, rethink,
and rearrange
governance systems
and public policies of
migration and
integration.**



**è Important Task for the
international PA community**



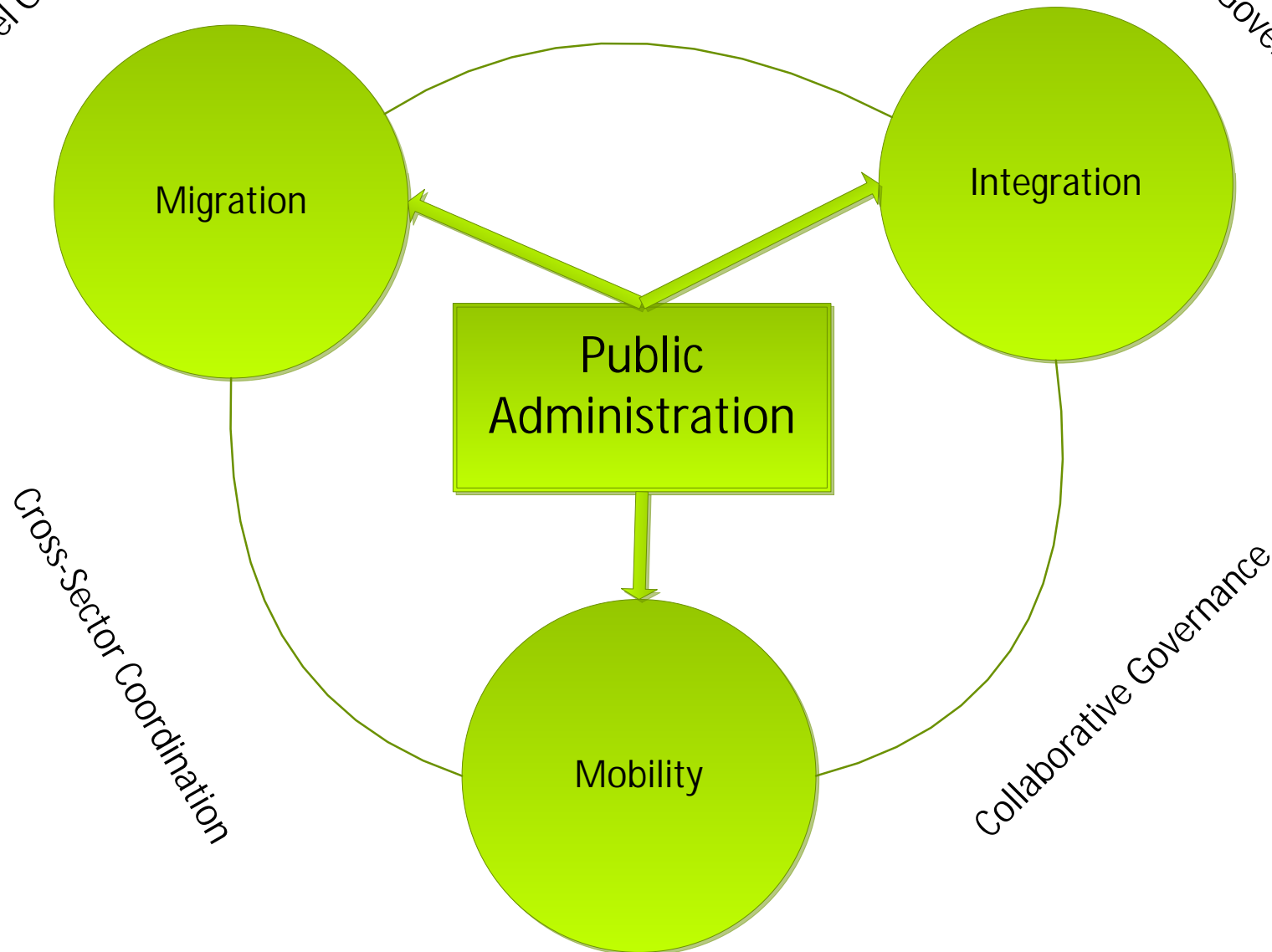
Objectives of the 2017 IIAS Congress

- reflections and exchanges on migration management, integration, mobility from an international PA-perspective (*Sub-themes I, II, III*)
 - understand basic concepts and contexts which migration policies are based on/embedded in
 - compare the management of migration flows practices, integration policies and mobility measures across countries/regions
 - illuminate the links with SDGs and with the development of our societies with respect to diversity and human rights
 - take up and discuss further crucial issues regarding current challenges of PA worldwide (*Open Call and Special Panels*)
- è **How have we addressed these goals? What are the results?**

Multilevel Governance

International Collaboration

Urban Governance



Mobility



Mobility as part of globalization



Erasmus Student Network's celebration of the 30th anniversary of Erasmus+

- § Focus on the growing internal and external mobility of people
- § National, regional, international movements of people as part of globalization: workforce mobility, students' mobility etc.
- § Opportunities/challenges of greater mobility
- § Need for institutional provisions/ administrative measures to facilitate/ regulate mobility of persons
- § Temporary/permanent mobility, rights/ obligations of the migrant, processes of acquiring the nationality
- § Reflections on harmonization of mobility regulations; international cooperation to better balance migration flows
- § Overlaps between Migration and Mobility

Migration

- § Management of migration put at the top of the agenda in many countries affected by migration
- § Focus on recent refugees' crisis; managing migrants in a multilevel system
- § Organization of the refugees' reception in the countries of transit and arrival
- § Provide infrastructures, human resources, IT equipment, knowledge etc. to identify, screen, register migrants, prepare their stay or organise their return
- § Control/supervision mechanisms
- § Especially local authorities affected/challenged è facing immediate arrival of migrants
- § National, regional international organizations challenged, too è responsible for coordination of migration at upper levels and internationally
- § Coordination across levels, sectors, jurisdictions in order to manage immigration, provide basic services and to avoid institutional failures

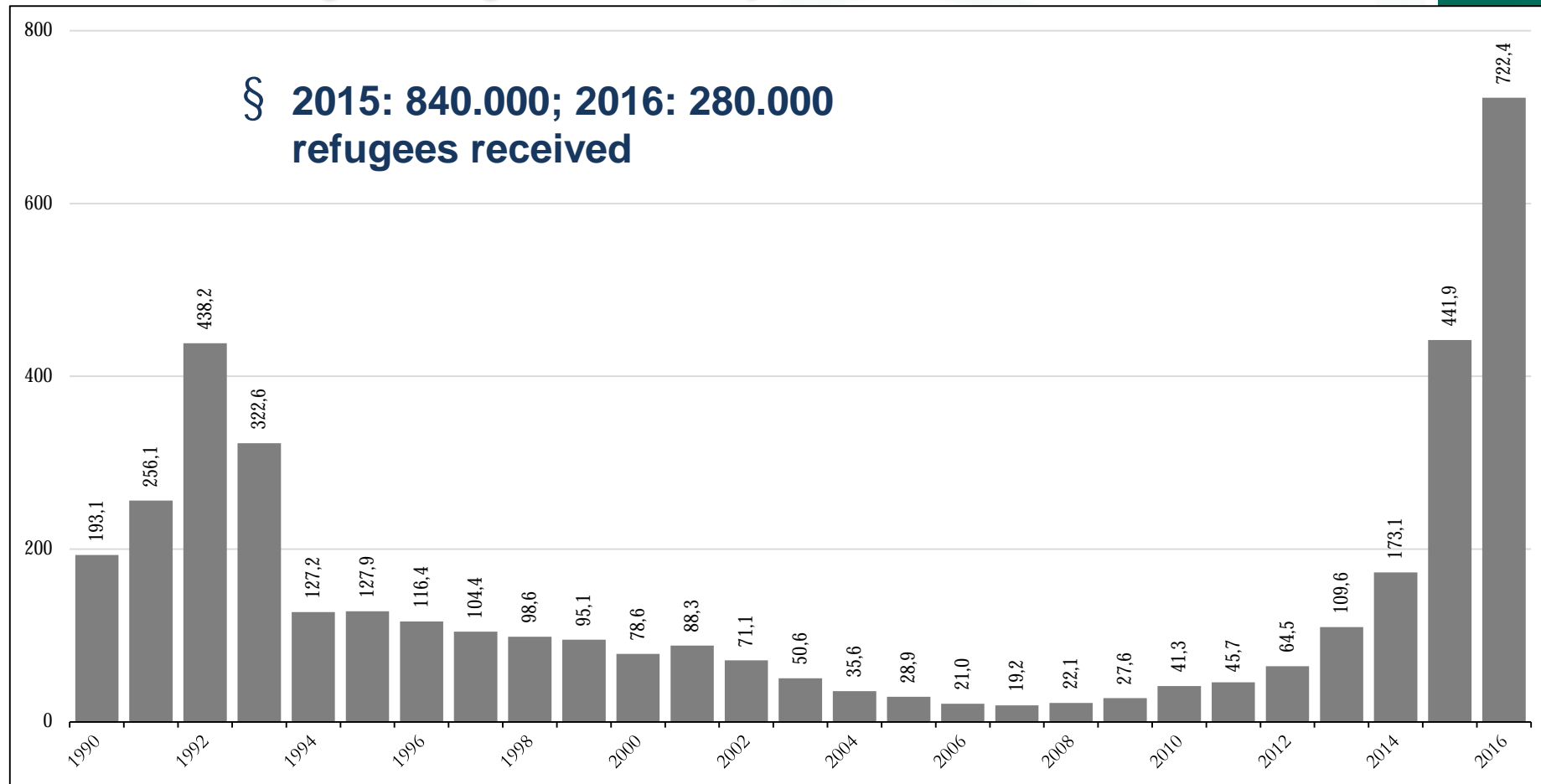


Refugee camp in Roszke village at the Hungarian-Serbian boarder



Arrival center of the Federal Office for Migration and Refugees in Berlin

Germany: Asylum requests 1990-2016



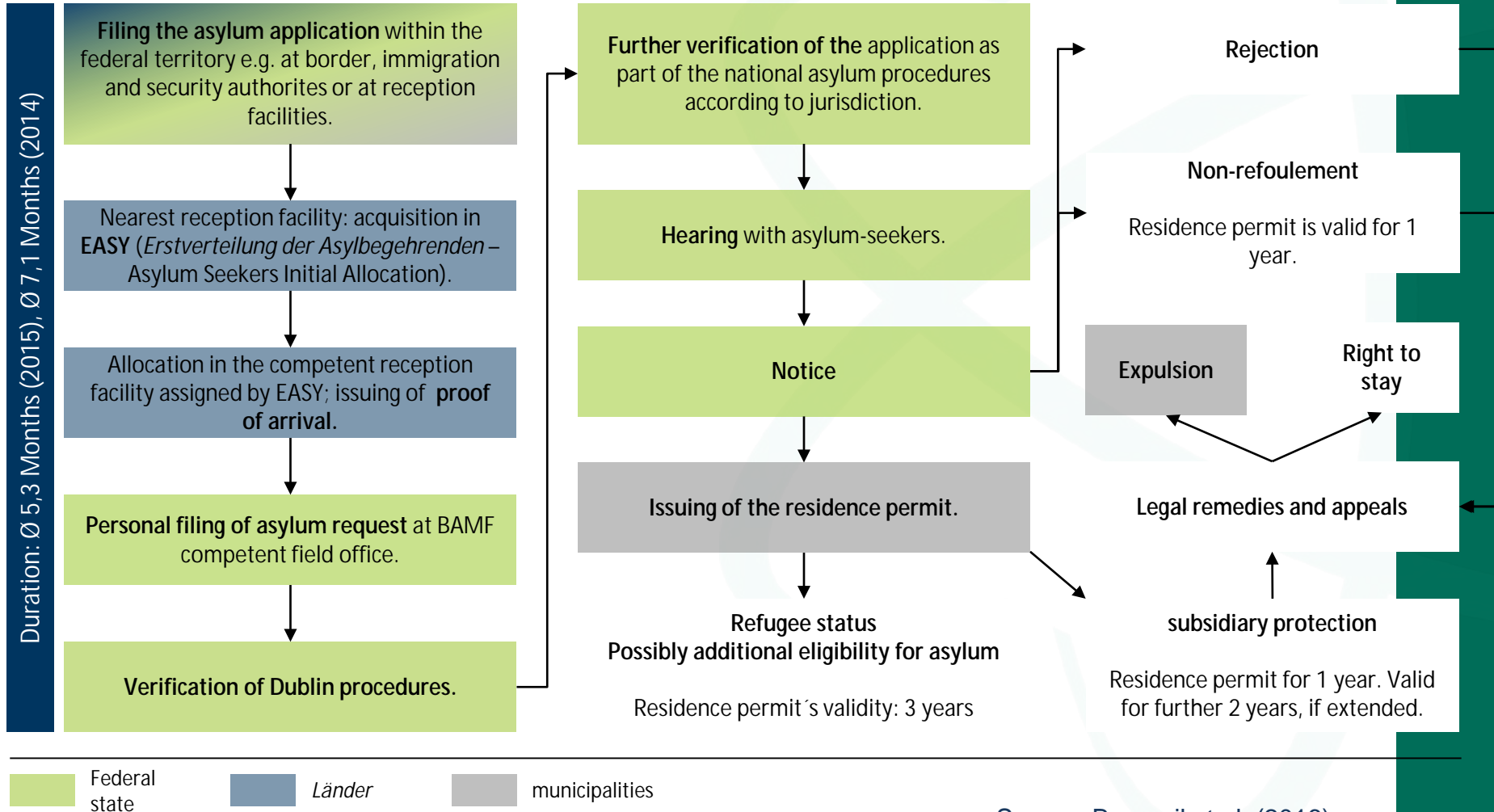
Source: BMI (2014); Asylgeschäftsstatistik BAMF, 1990-1994; Bogumil et al. 2017



Germany: A partial institutional failure

- § Institutional stress and overload at all levels of government
- § Manifold problems of coordination in the federal system
- § Major problems of governance:
 - Fragmented/unclear distribution of tasks; too many interfaces/coordination needs between agencies/levels
 - Severe capacity constraints in the Federal Migration Authority
 - Problems to recruit new qualified staff → untrained staff members
 - Increasing complexity and continuous amendments of asylum law
 - Inefficient internal organization (e.g. no back-office solutions for tasks requiring specialized experts)
 - Insufficient data sharing; incompatibility of IT systems
- § Results: Increasing waiting time, long proceedings, requests piling up; legal quality of decisions partly questionable; increasing lawsuits against negative asylum decisions → high success rate
- § Long and complex bureaucratic procedures with negative impacts on integration

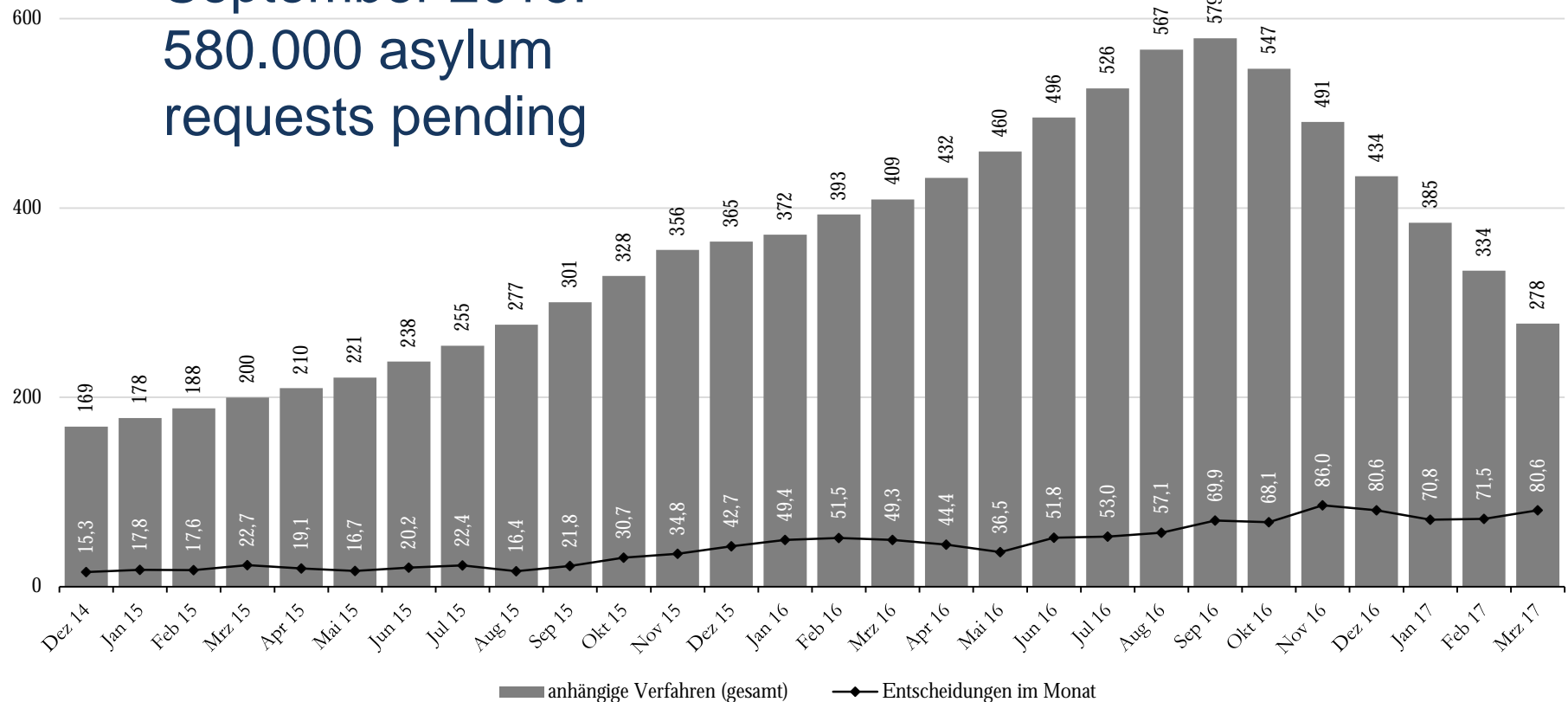
Germany: A Complex Governance System of Migration



Source: Bogumil et al. (2016).

Germany: Asylum requests piling up at the German Federal migration authority

September 2016:
580.000 asylum
requests pending



Source: Asylgeschäftsstatistik BAMF, 1990-1994; Bogumil et al. 2017

Prof. Dr. Sabine Kuhlmann



Migration as an Opportunity for Receiving Societies

- Large-scale refugee migration to Europe in 2015 as crisis situation that called for immediate emergency response
- However, exclusive focus on refugee migration creates policy gaps concerning **other types of international migration**
- Migration/mobility as potential **solutions** to host countries' problems (e.g. shortage of workers of various skills)
- Refugee crisis to be used as a **window of opportunity for administrative innovation** in receiving countries/cities ("creative deconstruction of institutional systems")
- Example: problems of data sharing/security issues/IT deficits have become obvious in the recent refugee crises è opportunity to resolve these problems; e.g. promote the **digitalization of PA**; e-Government; innovative IT-solutions



Migration as an Opportunity for Receiving Societies

- Migration and arrival of flows of migrants not in the first place to be regarded as burdens/problems, but as a real **opportunity**, as a chance for receiving countries
 - Create **win-win situations**; increase the developmental impact of migration
 - not only crisis management, but facilitate labour market integration, political participation etc.; emphasize the **positive dimension of migration**
 - Fresh human resources, qualified labour, **brain gain/circulation** etc. → contribution to a country's economic growth; however brain drain to be avoided, too!

Integration

- § Focus on institutions and policies of integration
- § Integration policy as a typical cross-cutting area involving: education, housing, social welfare, health care, employment, intercultural issues, participation etc.
- § Cross-sectoral + multi-level coordination è integration as a wicked issue for PA
- § Local level, cities, urban governance most seriously challenged by the need to integrate incoming populations è but also most dynamic/innovative levels in closest proximity with migrants' problems/needs
- § PA often has to rely on co-production with NGOs, voluntary associations, citizen engagement è collaborative governance



Container housing, so-called “Tempohomes”



Language classes



International soccer match

Integration Areas

Housing

Language training

Education and training

**Social benefits,
welfare and health**

**Employment and
labour market integration**





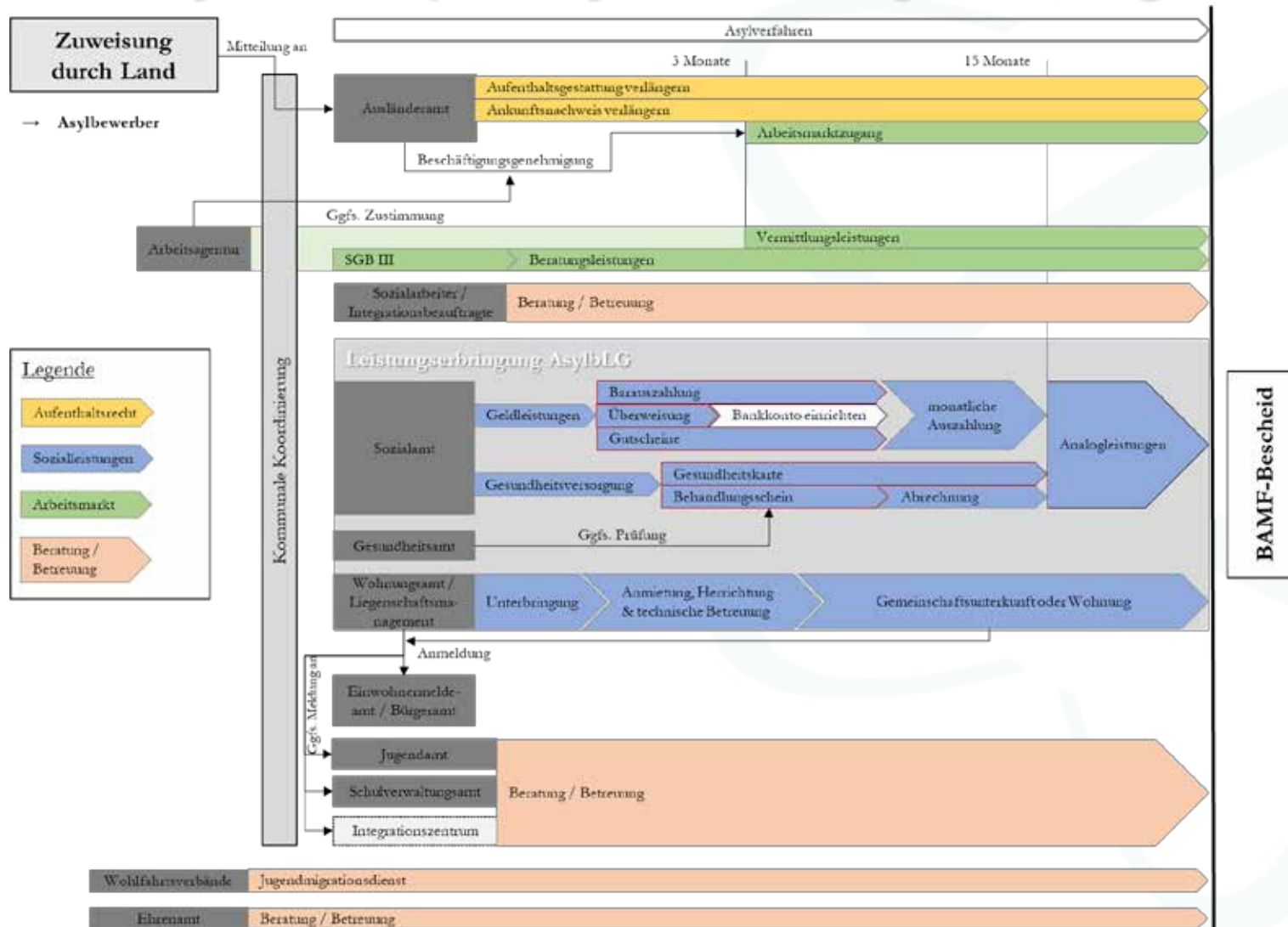
Migrant Integration as a Multi-level Governance and Collaborative Task

- **Territorial** approach necessary; important role of local authorities
- Tendency of migrant concentration in bigger **cities/conurbations** è which causes specific problems, e.g. segregation “Integration packages” necessary to connect various fields/sectors (social services, health issues, housing, education, inclusion, participation)
- Important role of the **civil society** and of voluntary actors è to provide supplemental activities to traditional government practices; sometimes basic services for migrants (because of government overload)
- Various locally operating actors and partners important è **collaborative governance**
- Migrations issues/balancing of migration flows cannot be resolved nationally/regionally, yet on an international scale; **international collaboration** important; crucial role of the EU
- **Bureaucratic processes** and governance structures are becoming increasingly (and perhaps unnecessarily) complex

Germany: A Complex System of Migrant Integration

	Legal Basis	Federal Ministry in Charge	Executing Authority
Asylum Requests	Asylgesetz (AsylG)	Ministry of Interior (BMI)	Federal Authority of Migration (BAMF)
Residence Status	Aufenthaltsgesetz (AufenthG)	Ministry of Interior (BMI)	Local Migrant Office
Social Benefits/ Services	Asylbewerberleistungsgesetz (AsylbLG); Sozialhilfe (SGB XII); Grundsicherung für Arbeitsuchende (SGB II); Sozialhilfe (SGB XII)	Ministry of Labour and Welfare (BMAS)	Local Welfare Office
			Local Welfare Office
			Jobcenter
Labour Market	Arbeitsförderung (SGB III); Grundsicherung für Arbeitsuchende (SGB II)	Ministry of Labour and Welfare (BMAS)	Federal Labour Agency (BA) / Local Labour Agencies Jobcenter
Integration	Aufenthaltsgesetz Integration Courses	Ministry of Interior (BMI)	Federal Authority of Migration (BAMF)
	Local Self Government (Language, Housing, Health, Education)		Local Governments Local (Welfare Offices; Housing Offices; Integration Centers, Jobcenters)
	Education Laws of the Länder Schools		Länder governments (school authorities; local school supervision authorities)

Germany: A Complex System of Migrant Integration





Migrant Integration as a Challenge for Politics and Democracy

- **Politics and democracy** as crucial issues in the overall debate about integration (sometimes too much neglected)
- Problem of a **global rise of populism**/ growing trend of electors to vote for populist parties (Brexit-campaign, Trump-government, but also right wing parties, such as Front National, AfD etc.)
- Necessity to find solutions in order to
 - avoid/limit populist movements in receiving countries;
 - bring people back in; make them participate; avoid alienation of parts of the population who tend to feel left behind (see Brexit)
 - Find political measures to **increase the acceptance** of migrants by local populations



Outlook

- The comparison of governance systems and the sharing of experiences with migration issues of various regions of the world as an important task for PA-research
- Countries less experienced with migration flows can learn from regions with longstanding traditions of receiving and integrating migrants
- Migration, mobility and integration as phenomena with far-reaching impacts on development, protection and human rights
- Multidisciplinary, multi-dimensional approaches necessary to study migration/integration phenomena
- Continuing engagement of the IIAS with migration/integration issues and SDGs
- IIAS as a partner: promote evidence-based knowledge for policy-making and public education