CPMR Action on Migration and Asylum

Balearic Islands Conference around International Refugees Day
Palma de Mallorca 27.06.2018

Claire Guillotin Street, CPMR
CONTENT

• About CPMR
• Migration Task Force
• CPMR Issue Paper
• Future Work
6 Geographical Commissions
- Baltic Sea
- North Sea
- Atlantic Arc
- Inter-Mediterranean
- Balkans & Black Sea
- Islands

Internal structure
- General Assembly
- Political Bureau
- General Secretariat
- Inter-commission Working Groups

28 EU Countries & South/East Neighbourhood
150 + member Regions
200 + M inhab.

www.cpmr.org
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The **CPMR is a platform for technical & political cooperation** between regional authorities on priority issues and policies for peripheral maritime regions:

- **Territorial cohesion**
- **Maritime affairs**
- **Transport & Accessibility**


**What we do at practical level?** Advocacy initiatives, exchanging best practices, joint projects, think tank activity, conferences and seminars, capacity building actions... and much more!
CPMR Task Force

Set up in February 2015

Two areas of action

Response to humanitarian emergencies dealing with irregular immigration in the CPMR Regions

Medium and long-term integration and socio-economic development
How we work

Co-chairs

Sicily (IT)  Skåne (SE)

Rapporteur to CPMR Political Bureau:
Annika Annerby Janssen, Vice President, Skåne

25 active member regions from S. & N. Europe

2-3 meetings / year

Coordination: CPMR /Intermediterranean Secretariat
Consultancy support: INSTRATEGIES (Anna Terrón)
Action Plan 2017-2018

1. Mapping Survey
   - Issue Paper
   - Visual mapping
   - Matrix of typology of key players

2. Political and Technical Proposals
   - CEAS
   - MFF revision

3. Exchange and cooperation
   - Best practices
   - Projects
   - Synergies with other networks
CPMR Issue Paper

Prepared with the help of Consultant, Anna Terrón, Instrategies

Input

- Internal survey
  Replies from 22 members in 10 countries (PT, ES, SE, IT, UK, FI, NO, FR, GR, CY)
- Internal reflections and exchanges
- Consultant’s desk research

Objective

Discuss how regional administrations in the EU can improve public governance on migration and asylum policies in the context of the 2015 Agenda for Migration and the recast Common European Asylum System (CEAS)
CPMR Issue Paper

Overview

• **Historic context** of EU migration and asylum process and legislation and **state of play** today

• **Overview of competences framework** in different CPMR regions, focused on the reception and accommodation of asylum-seekers, refugees and migrants, and integration policies

• **Knowledge and experiences** in several CPMR regions, describing the key role and added value

• **Reflections and recommendations** for improving the role of EU regions in **promoting a better management of migration flows** and **building inclusive societies**

• Challenges for **EU financial instruments** in post 2020 period (AMIF, Cohesion Policy, internal dimension of migration policy)
Background

Construction of the European Migration and Asylum process

1995 • Schengen Agreement
- Free movement within Schengen countries’ borders

1999 • European Council of Tampere
- Common immigration and asylum policies taking into account the need for consistent control of the external borders to stop irregular migration and combat those who organise it and commit related crimes

2004 • Hague Programme
- Aiming to continue the Tampere agenda by reinforcing an area of freedom, security and justice after EU enlargement

2009 • Stockholm Programme

2013 • Dublin III Regulation
- Principle that asylum applications are filed in the first country of entry. This has created profound imbalance between countries on the EU’s external borders, such as Italy or Greece.

2015 • European Agenda on Migration
- Guidelines in response to crisis
  - short-term: relocation
  - medium + long-term: addressing root causes and developing EU legal migration policy

2016 • EC Proposals for recast CEAS
- Reform package of the Dublin system with new Regulations and Directives under negotiation

The current system is failing!
Regional Competences

- **Narrow perspective**: asylum / migration policies are the competence of States
- **Broader perspective**: via practice / formal competences, regions and cities are responsible for welcoming, accommodation and integration policies of refugees and migrants

Regions’ areas of competence

- **Reception**
  - First Assistance
  - Emergency Shelter
  - Humanitarian Aid

- **Basic Services**
  - Compulsory Education
  - Healthcare
  - Citizens’ Rights

- **Social Inclusion**
  - Housing
  - Language Skills
  - Vocational Training
  - Employment
  - Diversity Management
Knowledge & Experiences: Examples

Reception & Accommodation of Refugees

Attica (GR)– Logistics Centre

- Collection and distribution of specialised parapharmaceutical products to hospitals and refugee accommodation centres throughout Greece
- Cooperation with Secretariat General for Trade
- Coordination of citizens’ solidarity efforts
- Communication to general public via a banner on the Region’s website
- Recognised as a "good practice" at pan-European level, according to the "Report on the role of local authorities in reception and integration" adopted in March 2017 by the Congress of Local and Regional Authorities of the Council of Europe
Knowledge & Experiences: Examples
Reception & Accommodation of Refugees

Murcia (ES) - Regional Action Plan

- Training public servants at regional and local level about refugees.
- Periodical coordination meetings with
  - NGOs in charge of the National Accommodation System in the region (Accem, Cepaim, Cruz Roja and Murcia Acoge)
  - Municipalities
  - Regional departments (Health, Employment, Education and Housing)
- Protocol to collaborate with NGOs to help in the social and labour integration of asylum-seekers and beneficiaries of international protection.
Knowledge & Experiences: Examples

Integration & Social Cohesion

Occitanie (FR) – Access to higher education for refugees

- Scholarship programme financed by the Occitanie region, the United Nations High Commissioner for Refugees and the Federal University in Toulouse.
- Aims to facilitate access to higher education for asylum seekers, refugees and beneficiaries of subsidiary protection.
- Students are young Syrians from refugee camps in Jordan.
- They receive a grant of €500/month to cover the period for French language training and integration into a University course, until the students are eligible for other funding.
Knowledge & Experiences: Examples
Integration & Social Cohesion

Päijät-Häme (FI)– Joint Regional Immigration Programme 2016-2020

- In Finland, municipalities are responsible for integration programmes.
- Päijät-Häme region and its three neighbouring municipalities form an exception and are a good example of multi-level governance.
- Regional Integration Service Point (RISP): joint municipal service, the only one of its kind in Finland, offering information, guidance and consultation on matters related to immigration.
- Joint Regional Committee for Immigration matters for the regions of Häme and Päijät-Häme.
Conclusions & Recommendations

• **Building a regional strategy** on migration and asylum policies

• **Multilevel Governance scenario**: recognition of migration and asylum policies as *multilevel and cross-cutting policies*

• **The regions’ contribution to the 2015 Agenda for Migration**
  • Recast CEAS
  • Building the so-called ‘legal migration strategy’
  • EU Financial Instruments
Building a Strategy for the Regions

Regions can help the EU to move from the cleavage between receiving regions vs. accommodating regions to manage migration and asylum, welcome and integrate refugees, accommodate and integrate migrants and manage diversity in a more integrated EU space of freedom, security and justice.
Multi-level Governance Scenario

Migration & Asylum as multi-level, cross-cutting policies
Diversity management: a transversal objective

Decision-making
Implementing legislation + programmes
Action on the ground
Information flows

Better provision of public services
Regions’ contribution to 2015 Agenda for Migration

Recast CEAS / Governance

• No mention of Regions and cities in the CEAS (current and recast)

• Including refugees in local development strategies is very important for the long-term success of the reception and accommodation strategies and for the cohesion of local communities. It is key to “changing the narrative”

• Mechanisms to ensure reception conditions should include Regions (Art. 27.1 of proposed Directive on Reception Conditions “Guidance, monitoring and control system”)

• National contingency plans should include all capacities and actors within Member States (Article 28 (new) “Contingency planning”).
Regions’ contribution to 2015 Agenda for Migration

Relevant points

- Added value
  - Regions can increase EU capacities for legal and formally channelled refugees’ reception
  - Regions can be instrumental in identifying innovative schemes for resettlement

- Pressures
  - Disincentives for secondary movements
    - Restricting material reception conditions puts more pressure on local and regional services to cover basic needs of de facto residents
  - Monitoring EU internal movements of refugees
    - Is important but increases administrative burden for Regions

To address these issues, appropriate resources are required
Building a ‘legal migration’ strategy

A more open debate on migration and how we can manage it in a globalised world is really needed. Irregularity should not be at the core of migration processes.

The European Commission should develop the Migration Agenda’s Chapter III.4 (“A new policy on legal migration”) to propose a holistic and consistent migration management for all migrant categories.

The Commission and Member States should recognise the role of regions in social inclusion, integration and community building.
EU Financial Instruments

Current Period

- **AMIF**: currently the principal instrument for the internal dimension of migration and EU Agenda on migration / low role for the regions

- **EU Programme for Employment & Social Innovation (EaSI)**

- **Cohesion Policy**: (ESF, ERDF, ETC)

- **External dimension**: EU Trust Fund Africa, MADAD, Africa Investment Facility, EU External Investment Plan (including European Fund for Sustainable Development)
## EU Financial Instruments

### CPMR Views

<table>
<thead>
<tr>
<th>AMIF</th>
<th>Cohesion Funds</th>
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</table>
| • Should cover **areas relevant to EU regions**: reception, immediate needs, accommodation, facilitating access to labour market, social inclusion, integration  
• Regarding **governance** the EC should require MS to **engage Regions in National Programmes** including fund allocation when:  
  o Regions have legal competences  
  o Regional action is needed to implement EU & MS goals  
  o Regions’ participation can add value to EU & national actions  
• **Shared goals**: exchange of best practices to enhance EU convergence of migration and asylum  
• RLAs add value to **voluntary return** through social services and international cooperation projects | • Reception, immediate and short-term needs are **structural parts** of migration and asylum policies  
• **ERDF** for infrastructures to enhance reception capacities  
• **ESF** for actions enhancing social inclusion and integration  
• Refugee/Migrant is not a permanent status. Need to address **diversity** as a cross-cutting objective of all EU, national and regional policies  
• Local development strategies to include **migrants and refugees as an asset**: intercultural action a tool to ensure access to labour market and inclusion in economic activity  
• **Territorialised and decentralised management** for  
  o Multilevel governance of migration  
  o Achieving mid to long term objectives of migration policies  
  o Better complementarity with AMIF actions |
MFF 2021-2027

Migration is a reinforced priority for the EU with significant reorganisation of EU programmes and funds

Migration

<table>
<thead>
<tr>
<th>Asylum, Migration and Integration Fund (AMIF) **</th>
<th>Share of total MFF</th>
<th>2018 prices EU28</th>
<th>2018 prices excluding UK</th>
<th>Amount Differences</th>
<th>MFF 2021-2027</th>
<th>Share of total MFF</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>0,3%</td>
<td>3.202</td>
<td>2.828</td>
<td>+225%</td>
<td>9.205</td>
<td>0,8%</td>
</tr>
</tbody>
</table>

(Figures in EUR billion)

- New **Asylum and Migration Fund** (AMF without ‘Integration’). *Proposed Regulation 12/06/2018*
- and **Integrated Border Management Fund** (IBMF)

AMF will only finance reception to asylum seekers and migrants in the period immediately after arrival, developing the Common European Asylum System (CEAS), supporting legal migration and tackling returns

New thematic facility for early integration measures. Allocation of 40% / EUR 4.166 Million
MFF 2021-2027

External Action

- New unified **Neighbourhood, Development and International Cooperation Instrument – NDICI. Proposed Regulation 14/06/2018**

- Important part of budget proposed (10%) to be allocated to cope with the **external dimension of migration**

- **Rationalises many existing instruments** (Development Cooperation, Neighbourhood, EU Fund for Sustainable Development, Macro-financial Assistance, European Development, etc.)

(Figures in EUR billion)
**MFF 2021-2027**

**Cohesion Values**

<table>
<thead>
<tr>
<th>Cohesion Policy</th>
<th>MFF 2014-2020</th>
<th>MFF 2021-2027</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Share of total MFF</td>
<td>2018 prices</td>
</tr>
<tr>
<td>European Regional Development Fund (ERDF)</td>
<td>18,3%</td>
<td>203.184</td>
</tr>
<tr>
<td>Cohesion Fund (CF)</td>
<td>6,9%</td>
<td>76.487</td>
</tr>
<tr>
<td>European Social Fund (ESF)**</td>
<td>8,0%</td>
<td>88.987</td>
</tr>
</tbody>
</table>

(Figures in EUR billion)

- Cohesion Policy should provide **support to facilitate long-term integration** after the initial phase of reception. *Proposed regulation ERDF + Cohesion 29/05/2018*

- **New ESF+** allocation for social inclusion and other purposes linked to integration of migrants. *Proposed regulation 30/05/2018*
Proposed Funding Regulations

CPMR views

- Action of LRAs acknowledged in integration
- Eligibility for higher cofinancing rate
- Support for exchange of information, best practices, and cooperation between depts of administrations and levels of governance, and between MS
- Support for MS setting up legal migration strategies
- Thematic facility for early integration measures
- ESF+ strongly linked to Cohesion Policy
- Migration recognised as a cross-cutting policy
- Governance of proposed NDICI instrument and involvement of regions

AMF

Increased budget

ESF+ ERDF, Cohesion

External Dimension

Ambitious budget

Complementarity of funding

Increased budget

Post 2020

Will MFF proposal be amended to centralize AMF internal and external migration dimension in one single instrument?

ESF+ strongly linked to Cohesion Policy

Migration recognised as a cross-cutting policy

How will coordination and complementarity between AMF and NDICI be set up in practice?

Ambitious budget

- How will coordination and complementarity between AMF and NDICI be set up in practice?
- Ambitious budget
- Migration recognised as a cross-cutting policy
- ESF+ strongly linked to Cohesion Policy
- Increased budget
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Will MFF proposal be amended to centralize AMF internal and external migration dimension in one single instrument?
Future Work

Follow-up to issue paper

- Policy watch

- CPMR Proposals on Qualification Regulation, Procedures Regulation, Reception Directive

- Analysis and proposals on new funding instruments

- Visual mapping (google maps)
Future Work

External dimension of CEAS / Funding

- **Extending the CPMR survey/mapping to the external dimension of migration** (the expertise of CPMR regions on the external migration agenda and development strategies and the potential CPMR members capacity to establish alliances with different non-EU partners in order to achieve the migration objectives fixed in the SDGs etc.)

- **Drafting a 2nd issue paper external dimension** of migration including expertise from the regions

- **Proposals for lobbying** on migration external action and the role of the regions
Conclusion - Key Messages

- Diversity management should be a cross-cutting policy objective for EU/national/regional strategies
- Migrant / Refugee is not a permanent but a temporary status
- Regions should be mentioned within a proper recast CEAS
- Migration & Asylum need cross-cutting and multilevel approaches
- The multilevel governance approach is essential to acknowledge LRAs’ role in reception and integration policies
- Overall, EU budget proposals and funding regulations under the new MFF are welcomed
- Diversity management should be a cross-cutting policy objective for EU/national/regional strategies
- Engage Regions in National Programmes when they have competences or take relevant action
- Better use, convergence and complementarity of funding instruments
References

• CPMR Issue Paper  🇬🇧  🇫🇷

• Executive Report  🇬🇧  🇫🇷  🇪🇸  🇮🇹

• CPMR Task Force on Migration Management
Many thanks for your attention!

www.cpmr.org

CONTACTS

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