

# Integration and Development: From Reaction to Action

Proceedings of the Sixth International Forum on Migration and Peace



Edited by Leonir Mario Chiarello

# **Integration and Development: From Reaction to Action**

Proceedings of the Sixth International  
Forum on Migration and Peace

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2020

Scalabrini International Migration Network (SIMN)

New York

The Scalabrini International Migration Network (SIMN) is a not-for profit organization established to safeguard the dignity and the rights of migrants, refugees, seafarers, itinerants and people on the move worldwide.

The opinions expressed in this book are solely those of the authors and do not necessarily reflect the opinions of the Scalabrini International Migration Network (SIMN).

## **Integration and Development: From Reaction to Action**

Proceedings of the Sixth International Forum on Migration and Peace

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In the framework of the third anniversary of the VI International Forum on Migration and Peace, in this publication SIMN brings together the interventions presented by invited speakers of the Forum, including the opening address of His Holiness Pope Francis to the participants in the Forum, in which His Holiness invited the political community, civil society organizations and the Church to respond urgently to the challenges of contemporary migratory movements in an articulated way by four verbs: *to welcome*, *to protect*, *to promote* and *to integrate*.

SIMN is grateful to the Forum's participants for their excellent contributions, especially the moderators and experts who participated in the panel discussions, the proceedings of which are published in this volume.

SIMN is also thankful to the Konrad-Adenauer-Stiftung and the Dicastery for Promoting Integral Human Development for co-organizing the sixth edition of the Forum.

A special mention of gratitude and appreciation is due to the Missionaries of Saint Charles, Scalabrinians, and all members of the coordination team of the Forum and staff of SIMN for their commitment and support throughout the process of organizing and holding this edition of the Forum.

Finally, SIMN would like to thank all those who share its mission to build a world more just and more fraternal for all, including migrants, their families, and communities.

*Jairo Francisco Guidini CS*  
*Executive Director*  
*Scalabrini International Migration Network – SIMN*

## **Preface**

The European Union, as well as other areas of the world, has been experiencing an unprecedented “migration crisis.” This has placed tremendous pressure not only upon migration policies, but also on the fundamental values and principles of human society.

European countries and citizens, for example, have reacted to the migration crisis in different and conflicting ways, and migration has become the new political divide in Europe, influencing the outcome of electoral, political, and decision-making processes. Populist propaganda has exploited the migration crisis to the point that migrants and refugees are, by some segments of society, no longer seen as human beings in need, but are instead perceived as a generic threat to the security and identity of local communities. Consequently, they are summarily rejected.

Although a significant number of actors have been working with migrants and refugees over the years, the international community has struggled to find a common and sustainable response.

It is undeniable that the migration crisis requires immediate action to address the emergency created by the arrival of hundreds of thousands of migrants. At the same time, this crisis should be viewed as an opportunity to develop medium- and long-term strategies able to unlock the “development benefit of migration.”

Within this context, the sixth edition of the International Forum on Migration and Peace aims to contribute to the development of more durable solutions beneficial to both sending and receiving countries. Indeed, the Forum is not just another conference; it is a process directed to develop and launch concrete ideas, practices, and initiatives.

The International Forum on Migration and Peace is an initiative of the Scalabrini International Migration Network (SIMN) to identify effective new migration practices and policies across the world. Past editions of the Forum were held in 2009 in Antigua (Guatemala), in 2010 in Bogota (Colombia), in 2011 in Mexico City (Mexico), in 2013 in New York City (USA) and in 2014 in Berlin (Germany).

The sixth edition of the Forum aimed to identify, especially in Europe,

migration policies and practices concerning two main topics: 1) integration of migrants and refugees in the hosting countries, and, 2) the role of migrants in fostering economic development in their countries of origin.

The Forum was organized by the Scalabrini International Migration Network (SIMN), in partnership with the Dicastery for Promoting Integral Human Development and Konrad-Adenauer-Stiftung.

This publication brings together the interventions presented by invited speakers of the sixth edition of the International Forum on Migration and Peace, including the opening address of His Holiness Pope Francis to the participants in the Forum, in which His Holiness invited the political community, civil society organizations and the Church to respond urgently to the challenges of contemporary migratory movements in an articulated way by four verbs: *to welcome*, *to protect*, *to promote* and *to integrate*.

Leonir Mario Chiarello CS

## **FIRST PART**

### **AUDIENCE WITH HIS HOLINESS POPE FRANCIS**

#### **Opening Remarks**

**H.E. Silvano Tomasi CS**

**Dicastery for Promoting Integral Human Development**

Holy Father, thank you for receiving the participants in the sixth International Forum on Migration and Peace in your home. Every two years, the Forum brings together social and political actors committed to finding new ways to humanize the movement of populations and to reduce the suffering of those who are forced to leave their country because of conflicts, great inequalities, economic injustices, climate change.

Your Holiness, through your action, you have shown the correct path to the international community and reaffirmed that work must always be respectful of the dignity of every person. Your teaching dispels unfounded fear of newcomers by highlighting our common humanity.

Our meeting is the result of a joint action of the new Dicastery for Promoting Integral Human Development and the Scalabrini International Migration Network that has been supported by the Konrad Adenauer Stiftung.

We are grateful, Holy Father, for the example you give us through your personal guidance of the response that the Church must give migrants, refugees, and victims of human trafficking, and for your effective magisterium that inspires us to act with affection, compassion, and mutual encouragement.

All those forced to seek a more worthy future in a foreign country certainly benefit from your frequent reference to them. Perhaps a synod on migrants, refugees and asylum seekers can become an effective awakening call for the international community.

With your word, we ask your blessing in support of all of us and of an increasingly concrete solidarity towards the brothers and sisters who live the pain of forced migrations. Thank you, Holy Father.

## **Testimony of Migrants and Refugees**

### **Testimony of Migrant Family with Children Escaping from Eritrea**

Your Holiness, Pope Francis,

We, Amanuel Andehaymanot, my wife Fiori Temanu, and our son Adonai, are grateful to you for welcoming us into your home and for giving us the opportunity to share our experience as refugees.

We are Orthodox Eritreans with different escape routes: I, after having crossed the Sudan and Libyan Desert, arrived in Italy by the Mediterranean route. Arriving at Lampedusa, where through the intervention of Abba Mussie Zerai and the Guard Coastal, I managed to save my life. My wife Fiori arrived in Italy by crossing the Red Sea through Yemen. Due to the war, she had to flee to Jordan where she faced precarious conditions and a high risk of being deported to Yemen.

My wife, along with other people, again found the help of Abba Mussie, and together with the Minister of International Cooperation and Integration, Dr. Andrea Riccardi, facilitated their release.

Today, we express a sincere appeal to His Holiness to request to the competent authorities to facilitate legal channels of entry into the host countries, so that many other asylum seekers do not risk their lives in the hands of the traffickers while crossing the desert and the sea.

We ask you to bless us and, through your apostolic blessing, we present to all those who still live the drama of forced emigration. We assure you of our prayer.

Thank you!



**Testimony of Peruvian Migrant Ofelia Cueva**  
**Centro Integrado de Atención al Migrante (CIAMI)**  
**Santiago of Chile**

Dear Holy Father,

I am Ofelia Cueva, a Peruvian migrant living in Chile since 1997. When I left Peru, I was a teacher, and when I arrived in Chile, I started working as a domestic employee. Considering that on weekends, the employers would not allow me to stay in their house, I would stay in the metro stations reading books.

On a cold Saturday, I saw several migrants who were also at the subway station in Santiago, and I felt inspired to dedicate my life to the people who were in my situation, having nowhere to go on weekends.

I am sure that this inspiration was from the providence of God, because the next day I went to the Scalabrinian Parish of Santiago and the priest who was coordinating the Pastoral Care of the Migrants invited me to be the director of the shelter program in the new Integrated Care Center to Migrants (CIAMI), which the Scalabrinians were initiating in Santiago.

Since that day, in March 2000, I continue working at CIAMI, where we provide accommodation, food, legal counseling, professional training, job placement, and psychological and religious support. In these 17 years of work, we received more than eighty thousand women who have arrived in Chile to rebuild their lives as migrants, and more than half of them managed to find a stable job in Chile through our center.

Holy Father, on behalf of these thousands of migrants, I humbly ask for your blessing on all of us and on my mission as “migrant with migrants,” so that, following the example of Bishop Scalabrini, who also received divine inspiration in a train station, in Milan, I can always be faithful to the mission entrusted to me by the Lord and entrusted to us all.

Thank you very much, Holy Father, and always count on our prayers, which His Holiness always asks of us.

**Testimony of Cortelucci Italian-Portuguese Family in Toronto, Canada**

Your Holiness, Pope Francis,

We would like to express our heartfelt gratitude for the blessing and honor to share with His Holiness in this Forum.

I'm Vilma Cortelucci, and this is my husband Manuel, my brother Nicola, and my sister-in-law Rosanne. Nicola has returned to Italy after 56 years due to this blessing experience of meeting your Holiness. We are all migrants from Italy, except for my husband, who was born in Portugal and then moved to Argentina with his family, and at a very young age, we all migrated to Toronto, Canada, where we are living.

Because of our own experience as migrants, even after being very successful in our construction companies in Canada, we are all empathetic to the migrant plights and for many years we have been involved with the Scalabrini Fathers of our Parish in Toronto. Our experiences will not allow us to forget the needs of migrants and we will continue to share our blessings with other migrants of the world. We are now on the Ontario Leadership Council of the Scalabrini International Migration Network (SIMN), based in New York. We support their advocacy and relief efforts on behalf of migrants and refugees around the world, especially in missions in Latin America, Haiti, Africa, and Asia.

Our hearts are filled with joy at having the opportunity to be here today in your presence and to receive a special blessing to our families from you, Holy Father. We are elated to continue our work supporting migrants worldwide, in accordance with your constant invitation and by working side by side with the Scalabrini Congregation. Thank you, Holy Father, and we will be in communion of prayers with His Holiness.

**Dr. Hans-Gert Pöttering****President of the European Parliament (ret.)****Chairman of the Konrad-Adenauer-Stiftung**

Most Holy Father, it is a great honor being here today. On behalf of the Scalabrini International Migration Network (SIMN) and the Konrad-Adenauer-Stiftung, I want to thank you very cordially for receiving us and spending time with us at the VI International Forum on Migration and Peace. Your guidance in the issue of refugee protection and support for migrants is of paramount importance.

The world is in a difficult period: wars and conflicts have increased, democracy, rule of law, and human rights are under extreme pressure, and more and more people are lured by populists. In this atmosphere, moral leadership becomes vital.

The topic of our Forum touches one of the main challenges of the present, as well as the future: How can the current migration crisis be dealt with? How can human suffering be stopped – be it in the countries of war and conflict, be it in areas without law or democracy, be it in places that lack all prospects for a life in dignity. Be it in the countries of origin, of transit, or of destination.

I believe it is our duty as Christians to reach out and find ways to support those in need. However, this support should not stop at providing the basic needs - it should endeavor to help build a stable future.

Germany is committed to improve the situation of the more than 65 million forcibly displaced persons worldwide and the many other migrants, who risk their lives for a better future. This includes working to ameliorate the situation in Germany, inside the European Union but also in the countries of first asylum and transit, which carry very heavy responsibilities like Lebanon, Jordan or Turkey.

The leaders of the European Union as well as the Institutions of the EU have worked hard these past 20 months in search of adequate and good solutions for a complex problem that involves people on both sides of the process: those who are desperate to take great risks seeking a better future, and those who fear changes in their home countries and societies.

The Scalabrini International Migration Network (SIMN) and the Konrad-Adenauer-Stiftung want to bring together different opinions and perspectives in search of better solutions. I believe the issue of protecting lives and providing migrants with a new perspective needs to be addressed continuously on all levels: including the local, national, and European, as well as the global level. Your voice, Holy Father, on this topic is of utmost importance.

Thank you!

## **Address of His Holiness Pope Francis to the Participants of the VI International Forum on Migration and Peace**

*Dear Ladies and Gentlemen,*

I extend to you my cordial greeting, with deep appreciation for your invaluable work. I thank Archbishop Tomasi for his kind words, as well as Doctor Pöttering for his address. I am also grateful for the three testimonies, which reflect in a tangible way the theme of this Forum: “Integration and Development: From Reaction to Action.” In effect, it is not possible to view the present challenges of contemporary migratory movement and of the promotion of peace, without including the twofold term “development and integration”: for this very reason, I wanted to establish the Dicastery for Promoting Integral Human Development, with a Section concerned exclusively for migrants, refugees and the victims of human trafficking.

Migration, in its various forms, is not a new phenomenon in humanity’s history. It has left its mark on every age, encouraging encounters between peoples and the birth of new civilizations. In its essence, to migrate is the expression of that inherent desire for the happiness proper to every human being, a happiness that is to be sought and pursued. For us Christians, all human life is an itinerant journey towards our heavenly homeland.

The beginning of this third millennium is very much characterized by migratory movement which, in terms of origin, transit and destination, involves nearly every part of the world. Unfortunately, in the majority of cases this movement is forced, caused by conflict, natural disasters, persecution, climate change, violence, extreme poverty and inhumane living conditions: “The sheer number of people migrating from one continent to another, or shifting places within their own countries and geographical areas, is striking. Contemporary movements of migration represent the largest movement of individuals, if not of peoples, in history” (*Message for the World Day of Migrants and Refugees*, 5 August 2013).

Before this complex panorama, I feel the need to express particular concern for the forced nature of many contemporary migratory movements, which increases the challenges presented to the political

community, to civil society and to the Church, and which amplifies the urgency for a coordinated and effective response to these challenges.

Our shared response may be articulated by four verbs: *to welcome*, *to protect*, *to promote* and *to integrate*.

*To welcome.* “Rejection is an attitude we all share; it makes us see our neighbour not as a brother or sister to be accepted, but as unworthy of our attention, a rival, or someone to be bent to our will” (*Address to the Diplomatic Corps*, 12 January 2015). Faced with this kind of rejection, rooted ultimately in self-centredness and amplified by populist rhetoric, what is needed is a change of attitude, to overcome indifference and to counter fears with a generous approach of welcoming those who knock at our doors. For those who flee conflicts and terrible persecutions, often trapped within the grip of criminal organisations who have no scruples, we need to open accessible and secure humanitarian channels. A responsible and dignified welcome of our brothers and sisters begins by offering them decent and appropriate shelter. The enormous gathering together of persons seeking asylum and of refugees has not produced positive results. Instead, these gatherings have created new situations of vulnerability and hardship. More widespread programmes of welcome, already initiated in different places, seem to favour a personal encounter and allow for greater quality of service and increased guarantees of success.

*To protect.* My predecessor, Pope Benedict, highlighted the fact that the migratory experience often makes people more vulnerable to exploitation, abuse and violence (cf. Benedict XVI, *Message for the World Day of Migrants and Refugees*, 18 October 2005). We are speaking about millions of migrant workers, male and female – and among these particularly men and women in irregular situations – of those exiled and seeking asylum, and of those who are victims of trafficking. Defending their inalienable rights, ensuring their fundamental freedoms and respecting their dignity are duties from which no one can be exempted. Protecting these brothers and sisters is a moral imperative which translates into adopting juridical instruments, both international and national, that must be clear and relevant; implementing just and far reaching political choices; prioritizing constructive processes, which perhaps are slower, over immediate results of consensus; implementing timely and humane programs in

the fight against “the trafficking of human flesh” which profits off others’ misfortune; coordinating the efforts of all actors, among which, you may be assured will always be the Church.

*To promote.* Protecting is not enough. What is required is the promotion of an integral human development of migrants, exiles, and refugees. This “takes place by attending to the inestimable goods of justice, peace, and the care of creation” (Apostolic Letter *Humanam Progressionem*, 17 August 2016). Development, according to the social doctrine of the Church (cf. *Compendium of the Social Doctrine of the Church*, 373-374), is an undeniable right of every human being. As such, it must be guaranteed by ensuring the necessary conditions for its exercise, both in the individual and social context, providing fair access to fundamental goods for all people and offering the possibility of choice and growth. In addition, here a coordinated effort is needed, one which envisages all the parties involved: from the political community to civil society, from international organizations to religious institutions. The human promotion of migrants and their families begins with their communities of origin. That is where such promotion should be guaranteed, joined to the right of *being able* to emigrate, as well as the right to *not be constrained* to emigrate (cf. Benedict XVI, *Message for the World Day of Migrants and Refugees*, 12 October 2012), namely the right to find in one’s own homeland the conditions necessary for living a dignified life. To this end, efforts must be encouraged that lead to the implementation of programmes of international cooperation, free from partisan interests, and programmes of transnational development which involve migrants as active protagonists.

*To integrate.* Integration, which is neither assimilation nor incorporation, is a two-way process, rooted essentially in the joint recognition of the other’s cultural richness: it is not the superimposing of one culture over another, nor mutual isolation, with the insidious and dangerous risk of creating ghettos. Concerning those who arrive and who are duty bound not to close themselves off from the culture and traditions of the receiving country, respecting above all its laws, the family dimension of the process of integration must not be overlooked: for this reason I feel the need to reiterate the necessity, often presented by the Magisterium (cf. John Paul II, *Message for World Migration Day*, 15 August 1986), of policies directed at favouring and benefiting

the reunion of families. With regard to indigenous populations, they must be supported, by helping them to be sufficiently aware of and open to processes of integration which, though not always simple and immediate, are always essential and, for the future, indispensable. This requires specific programs, which foster significant encounters with others. Furthermore, for the Christian community, the peaceful integration of persons of various cultures is, in some way, a reflection of its catholicity, since unity, which does not nullify ethnic and cultural diversity, constitutes a part of the life of the Church, who in the Spirit of Pentecost is open to all and desires to embrace all (cf. John Paul II, *Message for World Migration Day*, 5 August 1987).

I believe that conjugating these four verbs, in the first person singular and in the first person plural, is today a responsibility, a duty we have towards our brothers and sisters who, for various reasons, have been forced to leave their homeland: a *duty of justice*, of *civility* and of *solidarity*.

First of all, a *duty of justice*. We can no longer sustain unacceptable economic inequality, which prevents us from applying the principle of the universal destination of the earth's goods. We are all called to undertake processes of apportionment, which are respectful, responsible and inspired by the precepts of distributive justice. "We need, then, to find ways by which all may benefit from the fruits of the earth, not only to avoid the widening gap between those who have more and those who must be content with the crumbs, but above all because it is a question of justice, equality and respect for every human being" (*Message for the World Day of Peace*, 8 December 2013, 9). One group of individuals cannot control half of the world's resources. We cannot allow for persons and entire peoples to have a right only to gather the remaining crumbs. Nor can we be indifferent or think ourselves dispensed from the moral imperatives which flow from a joint responsibility to care for the planet, a shared responsibility often stressed by the political international community, as also by the Magisterium (cf. *Compendium of the Social Doctrine of the Church*, 9; 163; 189, 406). This joint responsibility must be interpreted in accord with the principle of subsidiarity, "which grants freedom to develop the capabilities present at every level of society, while also demanding a greater sense of responsibility for the common good from those who wield greater power" (*Laudato Si'*, 196). Ensuring



justice means also reconciling history with our present globalized situation, without perpetuating mind-sets, which exploit people and places, a consequence of the most cynical use of the market in order to increase the wellbeing of the few. As Pope Benedict affirmed, the process of decolonization was delayed “both because of new forms of colonialism and continued dependence on old and new foreign powers, and because of grave irresponsibility within the very countries that have achieved independence” (Encyclical Letter *Caritas in Veritate*, 33). For all this there must be redress.

Second, there is a *duty of civility*. Our commitment to migrants, exiles and refugees is an application of those principles and values of welcome and fraternity that constitute a common patrimony of humanity and wisdom, which we draw from. Such principles and values have been historically codified in the Universal Declaration of Human Rights, and in numerous conventions and international agreements. “Every migrant is a human person who, as such, possesses fundamental, inalienable rights that must be respected by everyone and in every circumstance” (ibid., 62). Today more than ever, it is necessary to affirm the centrality of the human person, without allowing immediate and ancillary circumstances, or even the necessary fulfilment of bureaucratic and administrative requirements, to obscure this essential dignity. As Saint John Paul II stated, an “irregular legal status cannot allow the migrant to lose his dignity, since he is endowed with inalienable rights, which can neither be violated nor ignored” (John Paul II, *Message for World Migration Day*, 25 July 1995, 2). From the duty of civility is also regained the value of fraternity, which is founded on the innate *relational constitution* of the human person: “A lively awareness of our relatedness helps us to look upon and to treat each person as a true sister or brother; without fraternity it is impossible to build a just society and a solid and lasting peace” (*Message for the World Day of Peace*, 8 December 2013, 1). Fraternity is the most civil way of relating with the reality of another person, which does not threaten us, but engages, reaffirms and enriches our individual identity (cf. Benedict XVI, *Address to Participants in an Interacademic Conference on “The Changing Identity of the Individual”*, 28 January 2008).

Finally, there is a *duty of solidarity*. In the face of tragedies which take the lives of so many migrants and refugees – conflicts, persecutions, forms of abuse, violence, death – expressions of empathy and

compassion cannot help but spontaneously well-up. “Where is your brother” (*Gen* 4:9): this question which God asks of man since his origins, involves us, especially today with regard to our brothers and sisters who are migrating: “This is not a question directed to others; it is a question directed to me, to you, to each of us” (*Homily at the «Arena» Sports Camp, Salina Quarter, Lampedusa*, 8 July 2013). Solidarity is born precisely from the capacity to understand the needs of our brothers and sisters who are in difficulty and to take responsibility for these needs. Upon this, in short, is based the sacred value of hospitality, present in religious traditions. For us Christians, hospitality offered to the weary traveler is offered to Jesus Christ himself, through the newcomer: “I was a stranger and you welcomed me” (*Mt* 25:35). The duty of solidarity is to counter the throwaway culture and give greater attention to those who are weakest, poorest and most vulnerable. Thus “a change of attitude towards migrants and refugees is needed on the part of everyone, moving away from attitudes of defensiveness and fear, indifference and marginalization – all typical of a throwaway culture – towards attitudes based on a culture of encounter, the only culture capable of building a better, more just and fraternal world” (*Message for the World Day of Migrants and Refugees*, 5 August 2013).

As I conclude these reflections, allow me to draw attention again to a particularly vulnerable group of migrants, exiles, and refugees whom we are called to welcome, to protect, to promote and to integrate. I am speaking of the children and young people who are forced to live far from their homeland and who are separated from their loved ones. I dedicated my most recent Message for the World Day of Migrants and Refugees to them, highlighting how “we need to work towards protection, integration and long-term solutions” (*Message for the World Day of Migrants and Refugees*, 8 September 2016).

I trust that these two days will bear an abundant fruit of good works. I assure you of my prayers; and, please, do not forget to pray for me. Thank you.



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*Group Picture with Pope Francis at the end of the papal audience @L'Osservatore Romano*

## **SECOND PART**

### **HANDLING THE CURRENT MIGRATION CRISIS: OPENING REMARKS**

#### **Welcoming and Opening Remarks**

**Fr. Leonir Chiarello CS**

**Executive Director**

**Scalabrini International Migration Network (SIMN)**

Eminences, excellences, distinguished representatives of governments, international organizations, civil society organizations and church organizations,

Thank you for joining us in this VI International Forum on Migration and Peace!

The Scalabrinian Missionaries have been working to support migrants, refugees, and seafarers for 130 years, adapting our programs and services according to the changing challenges of the phenomenon of human mobility. However, in recent years, we have been experiencing a particularly difficult moment, here in Europe and in other parts of the world that seems to put a strain on the political traditions of welcoming migrations. Even if a significant number of institutional actors are working to adapt and improve their policies, the international community has difficulty finding a common and sustainable response.

In this context, it is particularly important to create synergies between the various social and political actors working on these issues and above all to value and share good practices that can positively affect the migration governance system. This is precisely why we are gathered here.

The goal of this forum is to discuss what could be the most appropriate form of governance for the current migration or refugee crisis. After the edition of Guatemala in 2009, Colombia in 2010, Mexico in 2011, United States in 2013 and Germany in 2014, we decided to be here in Rome and to devote special attention to this issue here in Europe,

especially Italy and Germany, because we consider these two countries as champions, in a certain sense, of some experiences and new models of integration and sustainable development based on solidarity.

Specifically, in these two days we set ourselves the goal of identifying policies and migration practices, concerning two main themes: first, integration of migrants and refugees in host countries; second, the role of migrants in promoting economic development in their countries of origin.

Today we will explore potential solutions based on good practices in Europe and North America, in Latin America, such as integration, reassignment, widespread or decentralized integration of refugee migrants like here in Italy or Germany, and the resettlement policies like the experience of Canada, Mexico and the United States.

Tomorrow, the Forum will evaluate examples of good practices focused mainly on two areas: first, the experience of humanitarian corridors in Europe and the American continent; second, initiatives to support remittance investment and international cooperation to facilitate development and integration into the labor market.

At the end of the two days, we will try to give the social and political actors suggestions or recommendations based on the ideas and proposals analyzed together during these two days of reflection.

I would like to thank the new Dicastery for Integral Human Development of the Holy See, especially the leadership and support of Archbishop Mons. Silvano Tomasi, and Konrad Adenauer Stiftung, for the work of co-organization of this Forum, and all the sponsors and collaborators.

In accordance with the invitation that Pope Francis made to us this morning at the opening of this Forum: “It is not possible to face the challenges of current migration and peaceful coexistence, without including the two terms, which go together, development and integration.” It is on these two issues that we would like to reflect in these two days: how development and integration programs are those that help us move from a reactive perspective to a projective perspective of migration governance. Now, I leave the floor to our guests.

Welcome everyone to our Forum!

## **Opening Remarks**

**H.E. Silvano Tomasi CS**

### **Dicastery for Promoting Integral Human Development**

Eminences, excellences, and dear friends!

Needless to say, the problem of migration is critically important in today's world. Just read the newspaper every morning or watch television in the evening, the newscast, you understand that migrations occupy a priority space in public culture, in political concerns. In fact, migrations have the capacity to transform societies, and for this reason the citizens of the various countries are very worried. However, responding only with fear to the problem of immigration is not a wise advice. We must look ahead and create a common future with the newcomers.

For this reason, it is essential that hospitality, integration, and development proceed together. If we look around we see that the root causes of contemporary movements are very much the same as those of the past: wars, ethnic conflicts, famine and extreme poverty, religious persecution and political intolerance, lack of justice, and lack of respect of fundamental human rights. At this moment, the World Bank reminds us that there are 250 million people who live, work, or have settled in a country different from the one in which they were born. If we also take into account internal migrants, one person out of seven in today's world is a migrant, a person uprooted from his natural context and therefore exposed to the risks that marginality and isolation bring about.

Migration policy cannot be based on the emotional reaction of a first encounter with newcomers but on the long-range view of the benefits that accrue to sending and receiving societies and on the real push factors that prompt people to move. Already in 1891, Pope Leo XIII said, in the great encyclical *Rerum Novarum*, that no one would leave his country, his homeland, if he had the chance to live there worthily. The aspiration of migrants and refugees is a dignified life: freedom for oneself, the possibility of educating their children and giving them a future. Thus, confronted with the masses of people crisscrossing our planet, aware that we are all members of the same human family, we must ask ourselves

how we can contribute to finding an answer that makes emigration not a necessity to escape death and suffering but a choice.

Therefore, in this Forum we share our experience and expertise so that the causes forcing people to emigrate may be properly addressed by the countries of origin, and by the richer and more powerful countries when they make decisions whose impact create millions of refugees and other people seeking refuge outside their homeland.

I sincerely hope that our exchange of ideas can point toward solutions and good practices that would lead to a reduction of the suffering for migrants, to greater international solidarity, and to the conviction that when the new arrivals and the people who welcome them work together, they can build a better and richer common future for all.

Thank you!



## Opening Remarks

**Mario Giro**

**Vice Minister of Foreign Affairs  
and International Development of Italy**

Your Eminence Cardinal Humes, Excellency Silvano Tommasi, Excellencies, dear President Pottering, of whom we all know the long political life at the service of Germany and Europe and of your experience we certainly still need in these difficult times, dear Father Sandro Gazzola, Superior General of the Missionaries of St. Charles Borromeo, Scalabrinians, ladies and gentlemen,

I begin by thanking Father Leonir Chiarello of the Scalabrini International Migration Network (SIMN), for having wanted to invite and firstly for coming to visit me.

I thank all of you, dear friends, for having wanted this event to be very meaningful and very timely, and for giving me the space to talk a little about what the Italian government and successive Italian governments have wanted to do in this regard.

I will start considering the Barcelona event that took place few days ago. About 200,000 people in the streets screaming and shouting: “We want refugees.” A *unison* in recent European history, together with the welcome that the German citizens made those days when so many refugees entered Germany.

For us, Barcelona is generally associated with manifestation for Catalan autonomy. Yet, this time it is a manifestation of another kind. It is a rallying demonstration: “Our home, your home.” It is not just about Syrian refugees, but also including Ukrainians and Africans, as protesters have said. A request from the people, taken up by Catalan radio stations, which for months have been telling stories of migrants and refugees, taken up by people who offer their help, their welcome. We are facing a strange kind of popular demonstration.

As Monsignor Tommasi said: “We have often seen the opposite, in these years, in Europe.” We have seen demonstrations against migrants and refugees. This event makes us hope. Because for too long in Europe we have seen demagogic and populist politicians using the theme of



migration only for the purposes of internal dialectical controversy. That's why I like the title of this Forum – From Reaction to Action – because we have witnessed these years and, unfortunately, we are still only witnessing reactions, never actions or very little actions.

I come from the experience of the Community of Sant'Egidio, over thirty years of having been part of governments, and this legislature is the first time that in Italy we are trying to pass from reaction to action. As you know, the Italian governments that have succeeded in this legislature (Letta, Renzi, Gentiloni) have wanted to face, for the first time in Italy, not only with a reaction, but with proactive actions the migration issue, removing it from its impossible and false alternative. Not seeing it only as an emergency and trying to imagine ordinary policies, according to three axes: search and rescue in the Mediterranean, Migration Compact proposed by the European Union, and humanitarian corridors.

1. Search and rescue: since the Letta government, with the “*Mare Sicuro*” (Safe Sea) operation, Italy has shown its willingness to stay “human,” as Prime Minister Matteo Renzi said. We remain human, yes; in any case, we do not ask for the Identity Card or the documents to those who risk dying at sea. There are no rejections at sea. This operation continues. It costs the State Treasury, but it does not matter: we want to stay human.
2. The Migration Compact: we cannot have any ordinary policy of managing migration flows, unless we do it in coordination with our partners in the countries of origin and transit. There is no policy for managing migration flows that does not equally take into account the problems and needs of the countries of origin and transit. In the Italian case, we need to coordinate our policies with countries of Sub-Saharan Africa and North Africa, in particular in West Africa. And here comes the discourse that Archbishop Tommasi mentioned of development cooperation. I am the Deputy Minister of Development Cooperation. Development cooperation is important, because it can do a lot, but it cannot do everything. The External Investment Plan that is under discussion in the European Parliament is an excellent tool to support the development of our partner countries in Africa, but is not enough. The Migration Compact overcomes this concept and suggests the

creation of a virtuous circularity between our interests and their interests in an equal manner. There is no other way, there is no wall, and there is no form of rejection that should not be taken into account before this partnership. Therefore, we must also get out of the polemical illusions of political dialectics. There is no forced *refoulement* plan. In some cases, assisted voluntary repatriations exist, which are also part of the development cooperation package. But it's another story. We must take Africa seriously. We need to understand what is happening on the other side, in Africa, and why large numbers of young people move from there to Europe, facing the risk of death in the desert or in the sea. With a real partnership and development investment, we can respond adequately to these needs in a realistic and concrete way and answer the real question that we are facing today: how to develop together?

3. The humanitarian corridors: an immediate answer to the European slow process of migration governance. We have received as a government the request of the Waldensian Table, the Community of Sant'Egidio, the Italian Evangelical Churches and the Italian Episcopal Conference: a request to put in place humanitarian corridors, under current legislation, using the criterion of vulnerability and the tools of humanitarian protection, already included in national and European standards, and we have made it operational. I have been many times to the reception of these people, who come from Syria and Iraq. We are planning to expand these corridors to Ethiopia. This is a very simple program, but very complete, which could be multiplied by ten or thousand, because there is no legal system to enter Europe at this time. In Italy, in particular, the only way is to enter irregularly.

In short, with these three programs – Search and Rescue, Migration Compact, and Humanitarian Corridors – our government wants to respond to the emergency suffered by the most vulnerable, who wants to save lives at sea, and at the same time support investments and development in countries of origin of migration. We must show our people, our European people, that we can get out of the impossible alternative, the obsession with invasion. In reality, the world is all in motion, and then a small flow comes to Europe, if we compare it with the internal flows of other continents, for example the African

continent itself.

Today the government is facing other situations. We have worked to make partnership agreements with German and French governments, as well as the European Union. Many missions have been made in Niger, Senegal, Ivory Coast, Mali, Tunisia. Development aid is important, but a form of investment is also important, which will definitely remove Africa from underdevelopment, where there are still 600 to 700 million people who have no electricity. We need big investments in renewable energy, infrastructure, and transport. Then there is Libya, where we have been working for months to rebuild national unity and “put our noses” inside the detention centers where we know that there are tortures and many human rights violations. We want to protect detainees according to the canons of international humanitarian law. We know that the mass of migrants who are refugees in Libya is in the hands of militias and torturers and must be taken away from them.

What are we still missing? We lack a real law on integration in Italy. There is a debate in Parliament and the law on citizenship has already passed - you know - and it would be necessary for it to pass quickly to the Senate, and then a bill will be presented to the Senate that begins to be a first step towards the true law integration. Therefore, Italy needs to get out of obsession with a real law on integration, as Germany has it.

The government has moved from reaction to action. Is it a complete action? No! I myself said that a law on integration is still missing. However, I am happy to have been part of these governments (Letta, Renzi and Gentiloni today), because for the first time it was done seriously, taking into account what in reality it was, with all the slowness of the case, of course! Then - you know how slow processes are - after a process in democracy, especially after ten years of letting our public opinion heat up on a white fire, confronting it with an impossible false alternative, which is what I said at the beginning.

In conclusion, I thank you for your patience, but I also want to say that the Government is ready to listen to all the advice that you will be able give us from this Assembly.

Thank you and my best wishes for this Forum!

## Opening Remarks

**Dr. Hans-Gert Pöttering**  
**President of the European Parliament (ret.)**  
**Chairman of the Konrad-Adenauer-Stiftung**

Eminences, excellences, ladies and gentlemen,

It is a great pleasure for me to welcome you on behalf of the Konrad Adenauer Foundation to the VI International Forum on Migration and Peace.

I feel very tempted to talk about the cordial friendship between Italy and Germany. Our friendship is of immense importance to both nations as well as to the EU, but that shall be the topic of another day.

Just so much: Please let me ensure you that Germany looks to Italy as a main ally. As a partner that is vital to preserve the spirit, the creativity and commitment to the European Union. I hope that our close partnership will prevail and grow even stronger in the future.

The topic of our joint Forum touches one of the main challenges of the present, as well as the future: How can the current migration crisis be dealt with? How can human suffering be stopped in the countries of war and conflict, in areas without law or democracy, in places that lack all prospects for a life in dignity, in the countries of origin, transit, or destination?

More than 65 million humans are currently in need of international protection – many more are seeking a way to go to Europe in search of a better life. The leaders of the EU as well as the Institutions of the EU have worked hard these past 20 months in search of adequate and good solutions for a complex problem that involves people, on both sides of the process: those who are desperate to take great risks seeking for a better future and those who are faced with changes in their countries and societies, those who feel overburdened and uncertain about their future.

Both Italians and Germans have shown great compassion for refugees and migrants these past years. And the two countries have been restless when it comes to finding good solutions and forging alliances.

I can assure you, that the very difficult situation of Italy as first point of entry to the EU – with over 180,000 newly arrived migrants last year and many perishing at the Mediterranean – has not gone unnoticed.

I feel big appreciation and admiration for your moral leadership – be it in the rescue missions in the Mediterranean or the local-integration concepts, just to name two.

This morning we were received by the Holy Father. He reiterated the need to act and take responsibility for refugees and migrants, especially in Europe, a wealthy continent, both in values and resources; the migrant crisis cannot be ignored.

I believe it is our duty as Christians to reach out and find ways to support those in need. This support should not stop at providing the basic needs, but it should endeavor to help build a stable future.

I think this is precisely the path which our decision-makers in Germany and Italy and also the EU have taken. And I am curious to hear more details on these plans here at the Forum in a little while.

The cooperation of the Konrad-Adenauer-Stiftung and the Scalabrini International Migration Network goes back almost ten years. Together with Father Leonir Chiarello and his team, whom I dearly thank for the good collaboration, we have hosted the International Forum on Migration and Peace in different cities on different continents: in Antigua-Guatemala, Bogota, Mexico City, New York and Berlin.

Alone this list shows the geographic scope and continued importance of our topic, which we will gladly continue to cover and even expand in the coming years.

Now, Europe and the world are facing a choice between different paths: Will they be able to jointly find solutions that will improve life for all? Or will they be tempted by the assumption that globalization can be turned backwards and that the solutions lie in isolation?

I believe Italy and Germany have many good lessons and practices to share. These might lessen the fear of the unknown that migration poses to the destination societies and show the possibilities of turning migration into a source of benefit to all.

Let me wish us all an inspiring sixth International Forum on Migration and Peace with fruitful conversations and new insights.

Thank you!

## **Opening Remarks**

**Fr. Sandro Gazzola CS**

**Superior General**

**Missionaries of Saint Charles Borromeo, Scalabrinians**

Dear Ladies and Gentlemen,

On behalf of the Congregation of the Missionaries of St. Charles, Scalabrinians, I want to thank each of you for your participation and to give you a cordial welcome to this VI International Forum on “Migration and Peace.”

For 130 years, at the time of the birth of our Congregation, the Scalabrinian Missionaries, now scattered all over the world, have accompanied closely the migratory processes at world level with specific programs of attention and integral promotion of migrants, refugees, seafarers and their families. Each historical period has had different vicissitudes and needs; for this reason, our missionaries have responded to various challenges, adapting models of intervention that the “fantasy of charity” was gradually suggesting to the changed social, political, and religious situations. Consequently, parishes, schools, hospitals, orphanages, reception centers for migrants and seafarers, homes for the elderly, cooperatives, service committees, cultural centers, study centers and various other pastoral and social initiatives were established.

Blessed Giovanni Battista Scalabrini, founding our Congregation in Piacenza in 1887, did not intend to replace the State, but to offer an opportunity for deep collaboration and co-responsibility with the governing bodies and civil society organizations, including the Church, for an ethical governance of migration, with policies, laws, and institutions adapted to the needs of that time. In this perspective, for example, in 1888, Scalabrini argued that “the bureaucratic obstacles to expatriation have only served to increase illegal emigration and the profit of human meat traffickers,” and became himself a promoter and supporter of change of a law that made history in the legal field and that focused on the protection of those who, unfortunately, were victims of inhuman emigration.

After 130 years, faced with the current “migration crisis,” which shows the urgent pressure in the ability to manage the factors that cause migration in the countries of origin and their consequences in the countries of transit

and destination, we are called to an immediate and coordinated action. This crisis, in fact, can turn into an opportunity to develop short-, medium- and long-term strategies able to bring out positive and beneficial aspects in the development of migration policies and the migrations themselves.

In this context, the sixth edition of the International Forum on Migration and Peace aims to contribute to the development of more lasting solutions, which will bring benefits both to the countries of origin and to the reception of migrants and refugees. In fact, the Forum does not want to be just one of the many conferences, but a particular moment to produce a direct process with a view to developing and proposing ideas, concrete initiatives and practices of collaboration and co-responsibility between governments, among the International Organizations and civil society organizations.

The International Forum on Migration and Peace is an initiative of the Scalabrini International Migration Network (SIMN) to identify new possible practices and migration policies that have a positive impact on the peaceful coexistence. This sixth edition of the Forum, organized in collaboration with the new Dicastery of the Holy See for the Promotion of Integral Human Development and the Konrad-Adenauer-Stiftung, seeks to identify, especially in Europe, migration policies and practices concerning two main themes: 1) integration of migrants and refugees in host countries and, 2) the role of migrants in promoting economic development in their countries of origin.

To achieve these goals, the Forum encourages a collaboration platform between a wide range of actors working on different fronts of the migration phenomenon. The platform should promote common solutions and ensure innovative partnerships on migration governance.

I hope that the reflections, the proposals, and the deliberations that can derive from this Forum will become points of reference for a renewed commitment in overcoming the walls of division and indifference in the face of the drama of migration, and in the construction of bridges of dialogue, collaboration, shared responsibility and peaceful coexistence, as Pope Francis invites us insistently.

Brothers and sisters, welcome to the Sixth International Forum on Migration and Peace!

### **THIRD PART**

## **HANDLING THE CURRENT MIGRATION CRISIS: HUMANITARIAN AND INTEGRATION PROGRAMS**

### **Global Refugee Situation**

**Alexander Betts**

**Professor of Forced Migration and International Affairs and**

**Director of the Refugee Studies Centre**

**University of Oxford**

Ladies and gentlemen,

it is a huge honor to be able to address you. I have been asked to offer some ideas about how we can understand the refugee dimensions of the crisis, but I think it's worth reminding ourselves of how we got to this point.

In 2015 and 2016, about 8,000 people lost their lives trying to seek protection in the European Union. During that same period, we witnessed the collapse in protection standards across Europe, in which European governments for the most part, with a few exceptions, engaged in a race to the bottom, adopting policies from erecting border fences to seizing the assets of refugees and asylum seekers. Similarly, the United States and other countries around the world have increased and adopted restrictive policies. But if we want to find solutions, we need first a correct understanding and diagnosis of the challenges, and secondly must define and implement innovative and creative solutions.

From a humble position of an academic, I want to suggest three topics in this brief remarks. First, I want to try to explain what the crisis is, at least in the refugee context; secondly, offer some solutions on a global, but also European scale; and thirdly, briefly suggest what the political process might be for achieving that changes and that transformation and how we respond to refugees in a changing world.

**What is that Crisis?** It is worth saying at the outset that this migration crisis, as is known, was the European crisis. It began very much in



April 2015, when at the point where over 700 people drowned in the Mediterranean in one week the eyes of the world focused on refugees and migrants. But that phase of the crisis, which bookended between April 2015 and March 2016, when briefly the European Union in certain areas open its doors, Angela Merkel in her speech said that Germany would cope and it would be a strong country. By March 2016 with the EU-Turkey deal much of your attendance backs on refugees coming to Europe and the Agency Group was closed.

Currently, we are facing a second phase of that crisis. Rather than Syrians coming across the agency, we return to focus on the central Mediterranean route from sub-Saharan Africa, through Libya and North Africa across to Lampedusa and Italy. And moreover the challenge today is one not just of political restrictionism; it's one of rising populous nationalism and the challenge to reconcile, addressing fear and alienation within our communities on the one hand, with the need to provide protection on the other.

In 2015, the peak of the crisis in Europe, the continent received around 1 million asylum seekers; against the backdrop of 28 European Union Member States, that is a relatively small number. When we keep in mind that there are over 20 million refugees around the world, 65 million displaced people and the global population of 7 billion people should not have been insurmountable. It should have been manageable with a more effective leadership and collective action.

It is also worth getting a perspective and recognizing that the refugee crisis is not predominantly in Europe or North America. Nearly 90 percent of the world's refugees are in developing regions of the world and 60 percent of the world's refugees are hosted by just 10 countries, and those countries are countries like Turkey, Lebanon, Jordan, Uganda, Kenya, Iran, and Pakistan. It is not here, in Europe, it is there that we have to focus, and we continue to neglect those people.

Important statistics to keep that in context: for every \$135 we spend on a refugee in Europe, we spend one dollar on a refugee on developing regions of the world. That is not an argument that we should not spend \$135 in Europe, but it is an argument that we are neglecting those on whom we are spending far too little, neglecting the humanitarian assistance and leaving them in refugee camps for the long term.

Around the world, 54 percent of refugees are in what the United Nations High Commissioner for Refugees (UNHCR) calls Protracted Refugee Situations, if we include the Palestinians. In other words, they have been in exile at least five years. Children are being born into, growing up in, and becoming adults in refugee camps, where their right to work and freedom of movement is often denied, and that is the tragedy that we neglect.

**What Are the Solutions?** The solutions must be multifaceted. We have to begin not just by seeing what is on our own doorstep (which is also important), but by taking a global perspective, by looking to these developing regions of the world, where there are Protracted Refugee Situations.

To bring this back to a human level, I was shocked when I visited Ali Addeh Refugee Camp, in Djibouti, which is in the border with Somaliland. There, I meet a Somali named "Woli." Woli has been in the Ali Addeh camp since 1988. He arrived there when he was 18 years old, and now a middle-aged man suffering from diabetes and hypertension, he teaches secondary education in formal English and mathematics to young refugees denied educational opportunities. When I asked Woli what he had hoped, he said to me: "Man does not live on food and water alone, but on hope. My hope is gone, but I choose to pass it to the next generation." However, I believe that Woli should also have hope that people in such situations should have access to jobs, education, and autonomy.

We provide them with food, we provide them with clothing, we provide them with shelter, but a lack of autonomy, lack of jobs, lack of education. On a global scale with need to meet the needs of refugees, we must do sustainability, and its scale for the most part that has not happened in those countries: Turkey, Lebanon, Jordan, Iran, Pakistan, Uganda and Kenya.

How can we do that? At my research Centre in Oxford, we embarked on a research project to think about refugees not just as a humanitarian issue, but as a development issue, considering the economic life and contributions that refugees can make to the host societies if they are in power to do so.

A starting point for that research was a very particular country. We began by looking at Uganda. Why Uganda? We choose Uganda because it is a country that, unlike most countries in the developing world, allows refugees the right to work, and significant freedom of movement. It is adopting an innovative approach, a self-reliant strategy, which gives rural refugees plots of land and urban refugees the chance to start a business or seek employment.

What we found was remarkable: we found not only that refugees can thrive rather than merely survive, but when they do so they also help the host community and society and they are welcomed.

We challenge five myths in that research. Firstly, that refugees are economically isolated. We found that they had profound economic networks between refugee settlements and cities, but also transnational across borders receiving remittances to start businesses.

We secondly challenge the idea of refugees' inability. In Kampala, for example, we found 21 percent of refugees run a business that employs at least one other person and of those people they employed some 40 percent are Uganda nationals. In other words, refugees are making jobs for the hosts when they have the chance.

Third, we challenge the idea that refugees are homogenous in their economic activities. We found that of over 200 people at livelihood activities some are skilled, some are unskilled, some are entrepreneurial, some not.

Fourthly, we challenge the idea that refugees are technologically illiterate. We found that many use mobile phones and the internet not just to stay connected to people, but for their primary livelihoods activities to support themselves and their families.

Fifthly and finally, we challenged the idea that refugees are inevitably dependent. We found in Uganda that less than one percent of refugees have no independent source of an income generating activities. In other words, they are not waiting for food assistance, they are not reliant upon the Russians to get in the world food program, they help themselves and they help their communities.

From this perspective, Uganda is an interesting model that European

countries should be supporting to have sustainable solution to scale. The challenge is that not every country is Uganda. There are unique political circumstances that have led Uganda to adopt the self-reliant strategy.

What happens if we move to another country like Jordan, a country with a very significant proportion of Syrian refugees? How can we help Syrians have job opportunities, autonomy, and meet their needs, rather than needing to move on towards to Europe?

In the work that I have done with my colleague Paul Callier, a development economist, we propose the idea of special economic zones in which refugees from Syria could work alongside Jordanian nationals. The idea that we pitched in April 2015 – in a month it has been taken up by the European Union, which provided a trade come out in the garment sector for those zones taken up by the World Bank, that supported infrastructure, and by the Jordanian government, which is now providing work permits on a small scale to Syrian nationals. The idea is not only that it can help Syrian refugees, but also it can help the host economy and incubate people, so that when they return to Syria, they can rebuild their society. The idea is not that we should adopt special economic zones around the world. Each country is different, but in contact we must look for development opportunities. That development approach, where we look to empower refugees to help themselves in the communities, I believe has to be the way forwards. It is not just in Europe; it is outside Europe. However, that does not absolve Europe of the obligation of resettlement, through preserving access to spontaneous arrival asylum. On the contrary, what we aspire is to ensure that refugees can return home or will be able to return home. Many societies remain autocratic or fragile or failed for the long term, and it is important for people like Woli, who I mentioned, that we take them out of the limbo. They deserve to cut off with five years, ten years; there is a room out of limbo for resettlement.

But around the world, we are not using resettlement thoughtfully and strategically. We are helping vulnerable people, but each country has its own resettlement policy. There is a lack of coordination, there is a lack of strategic thinking. How can we ensure that symbolic contribution of resettlement adds up to a greater sum of the parts than each individual part? Resettlement is not strategically used, it does not have a strong evidence base, and when it can only focus as it does

today on less than one percent of the world's refugees, we have got to ensure it contributes to sustaining political will and its coordination across countries.

**What is the Political Process to Achieve this Change?** We have a unique juncture politically with the Global Compacts process, a Global Compact on Refugees and one on Migrants. But the content of those requires imagination; it requires that some of the governance structures have to be rethought.

The 1951 Refugee Convention remains as relevant today as ever, but it is not the only answer. The UN agency for refugees, UNHCR, is indispensable, but much of its focus is on an old world, not a rapidly changing world. UNHCR, for instance, is extremely strong in providing humanitarian aid in emergencies, in camps, and is extremely strong in providing legal advice to governments. These are crucial functions.

However, where it is weaker are some of the areas we need today: firstly, political leadership and the ability to recognize interest to local and national level and provide areas of mutual gain that can benefit Europe and developing countries simultaneously. And it is weaker in terms of development, where increasingly we need other actors, such as the World Bank, development agencies, and many of the non-governmental organizations represented here today to provide opportunities for autonomy.

In conclusion, the key message is this: it is a global challenge, not just a European challenge. It has to be a development challenge as much as a humanitarian challenge, and we need to provide jobs and education to people to help themselves – not to leave them indefinitely dependent on aid.

Thank you!

## **Migration Crisis: Global Phenomenon and Perceptions**

**Kevin Appleby**

**Director of International Policies**

**Scalabrini International Migration Network (SIMN) and  
Center for Migration Studies of New York (CMS)**

My brief intervention on the current migration crisis is focused on the reality in the world today versus what many of our international leaders speak about and what may appear in documents agreed to by the global community.

The United Nations Member States have recently reached agreement by consensus on the New York Declaration for Refugees and Migrants, which expresses the political will of world leaders to save lives, protect rights and share responsibility on a global scale. This is a rich and powerful document, including much language reaffirming international law and leading to responsibility sharing. However, since it is not a binding document, the evidence worldwide shows the contrary. The real behavior of nations is contrary to the spirit the New York Declaration, and we see this in all parts of the world.

In Asia and Oceania, we see Australia blocking boats, creating offshore detention centers, and leaving asylum-seekers in deplorable conditions. The message is if you are coming to our shores by any other way than resettlement, you are going to be denied, you are going to be returned back to your country, and if not, you are going to be sent to a detention center for an indefinite amount of time.

In Asia, also, we see Bangladesh hosting the Global Forum on Migration and Development at the same time that the country is trying to turn back Rohingya fleeing ethnic cleansing in Myanmar on the Naf River. This is not to blame Bangladesh necessarily, because the country hosted Rohingya for decades, but is the indictment of the global community not sharing responsibility for this crisis as well.

In the Americas, we see another trend, where the United States and the government in Mexico are collaborating to stem the tide of Central American unaccompanied children and families escaping gang violence and criminal organizations in the northern triangle of Central

America. This deterrence policy has been marked with interdiction and returned without proper screening, detention of families, the lack of due process once families and children reach the United States, and rates to deport them and deter others from coming. We will continue to see this policy pursuit under the new administration as well, which will deprive rights of unaccompanied children to go before an asylum judge, so children will be returned immediately as well.

In this part of the world, it is well known the European Union dealt with Turkey to keep Syrians out and is blocking the arrival of African migrants and refugees looking for asylum in the European Union.

Another trend that we are seeing is that the rich nations are covering for each other in these tactics. We welcomed the agreement between the US and Australia for migrants and refugees on the islands of Nauru and Manus to be resettled to United States. They need to be resettled and they need to be protected. However, it was curious when Prime Minister Malcolm Turnbull got up at the UN Summit for Refugees and Migrants, on September 19, 2016, and volunteered to take Central American refugees from the northern triangle to Australia. At that time, we realized that there was a quid pro quo in place in the US and Australia policies. This was a message confirming the reinforcement of the US and Australian deterrence policies. Therefore, instead of a responsibility sharing model globally, what we are really saying is an externalization of borders by the developed countries. And that issue was not addressed in the New York Declaration in a satisfactory way, but was kept vague as to what nations were allowed to do.

These externalization policies are deterrence policies that deprive people of due process, deprive them of asylum and keep the problem in the developing part of the world. This is not a responsibility sharing model that the world can support. Therefore, what we must say in these situations is that if a country is going to externalize enforcement it must externalize protection, and that is not happening yet.

From this perspective, the Global Compacts are an opportunity to address these issues, but we must insist on certain bottom lines in those documents for them to be successful. First, we must have achievable targets and accountability mechanisms for the world to achieve them. If we have another document that just reaffirms international law and

has everyone pat themselves on the back and walk out the door it will be a waste of time. We have to have some sort of accountability mechanisms in those documents so that everyone is sharing the responsibility.

Second, there has to be a real emphasis on responsibility sharing and a mechanism that establishes when there is a crisis and how that responsibility is shared based on the capacity of individual nations, and that needs to be spelled out.

Third, we need to focus on the real impact of these policies and the reality on the ground on family units. This is an issue that has not gotten the attention in many of the developed world as it used to. It is being replaced by labor migration and particularly higher educated migrants coming to developed countries, and families are at risk. Families are the ones that will not have the visas because they will be given to employment, especially to those who have higher education.

In addition, we need to be mindful of the fact that irregular migration has a significant social impact, which is not always quantified, on the family: not only the family that is moving or migrating but the family that has been left behind. And what is the cost of that family unity when migrating must continue to be the center point in the cornerstones of the global migration system?

Finally, these Compacts need to address religious minorities in a way that ensures that all religious minorities are protected. The Scalabrini International Migration Network realizes that this is the task before us and is launching a global policy report in this specific issue.

In conclusion, it was very heartening to be with Pope Francis this morning. He intrinsically understands what is facing the world today, defining it as a globalization of indifference. His leadership has been a bright light in an often gloomy debate on migration over the last several years. I would like to quote him to conclude my intervention, stressing his invitation of working together in solidarity in order to face properly the current migration crisis: "The due date of solidarity is to counter the throwaway culture and give greater attention to those who are weak, poor, and most vulnerable. Thus, we need a change of attitude towards migrants and refugees on the part of everyone



moving away from attitudes of defensiveness, and fear, and difference, and marginalization- all typical of a throwaway culture. And towards attitudes based on the culture of encounter. The only culture capable of building a better, more just and fraternal world.”

This is the vision that the Scalabrini International Migration Network (SIMN) is working toward and I hope that all here today will work toward in the years ahead.

Thank you!

## **News Beyond the Walls: The Story of the Migration Phenomenon in European Information**

**Paola Barretta**

**Senior Researcher for the Osservatorio di Pavia**

Ladies and gentlemen,

Migration is currently one of the main topics in the public debate, both in the political and in the civil society. The continuity of migratory flows and the management of reception, the role of Italy in sea rescue and, indirectly, the threat of jihadist terrorism are issues on which the media agenda and internal political attention have focused. As stated in the introduction to the IV Report of the Rome Charter “News Beyond the Walls” by the political scientist Diamanti, “in recent years immigrants and immigration, far more than the contrary, have invaded the media to the point that they are becoming a common place for everyday information.” During 2016, there were some elements of continuity and others of change compared to previous years. The first element of continuity, with respect to 2015, is the great exposure of the phenomenon both in print and on TV. Immigration remains a theme that opens the news and occupies the front pages of newspapers. Compared to previous years, however, there has been a sort of “normalization” of the phenomenon, which has led to a lowering of tones and negative evaluations. This “metabolism” is accompanied by the significant entry of politics into the story of the migration phenomenon.

This figure is counterbalanced by the absence of the voices of migrants and refugees. They intervene and are visible and recognizable in only three percent of services (less than half of the previous year), almost exclusively in relation to the narrative contexts of the tragedy of landings, reception, and degradation. “A show of life,” continues Diamanti in the introduction of the mentioned report, “which runs on the screens and on the pages of newspapers which does not impress us so much anymore. Besides, how can we cry victims without a face or a name?”

The media visibility of the phenomenon is accompanied by the continuity of attention: there are only eight days in which at least one

article on the subject is not present. Even in the Italian prime-time news, the visibility of the phenomenon remains high: 2,954 news reports in 10 months, slightly lower than last year, but still at the center of the agenda. The comparison between the media representation of immigration and the perception of citizens' insecurity towards refugees and immigrants suggests that there is no correlation between the number of news reports and insecurity. Instead, we can hypothesize a correlation between the frame, in which the news is inserted and the increase in insecurity. The diachronic observation of the relationship between the media's narrative of the phenomenon and the perception of citizens indicates an increase in insecurity in conjunction with specific frames, including, for example the crime-immigration binomial and the terrorism-immigration one.

In 2016, there was an increase in fear of seven points compared to the prior year due to the associations with jihadist terrorism and with the difficulties of reception and integration. The news related to the confrontations and clashes between the European States on the quotas for the reception, the referendum in Hungary, the evictions of Calais, the barricades of Goro and Gorino, the terrorist attacks, and the expulsions for affiliation to ISIS are among those that have generated more concern with the management of the phenomenon.

Among the key words that characterize 2016 are precisely those of confrontation: political confrontation, with walls, borders, and the "fortress" of Europe; social confrontation, with the barricades, "the jungle," and the other "jungles"; cultural confrontation, with debates on burkini, on the hijab, and on the construction of mosques.

Looking at prime-time information in Europe, we note the wide coverage dedicated to the phenomenon, with an overall average of six percent attention, and with a great deal of attention from Germany (with ARD dedicating 11 percent on the overall agenda), followed by the UK with ten percent and Italy with seven percent.

The events associated with immigration are also at the center of the Italian agenda: the management of migration flows, the quotas for reception, confrontations-clashed in Europe for the joint management of the phenomenon, terrorism, walls and borders, and also, especially in the British and German news programs, integration policies.

In September 2016, the airing of the image of the Syrian child who died on the Turkish coasts occupied the European newscasts with a record 490 news reports, with an average of three reports per day per news bulletin. In the days following the diffusion of the touching image, a real change of register is realized in communication, also because of the new political choices implemented by different countries (Germany in the lead) in terms of reception and asylum. The images of European citizens at the borders waiting for refugees alternate with the appeals of national and European politics of integration.

The most important events of 2016 include the Brexit referendum, whose outcome leaves an “indelible mark on the future of the European Union.” As the political scientist Ilvio Diamanti wrote, “the European dream, imagined and pursued by visionaries such as Altiero Spinelli, Jean Monnet, Robert Schuman and Konrad Adenauer, risks, therefore, to come to terms with a rude awakening.” The outcome of Brexit strengthens the convictions of a part of European citizenship that considers the closure of borders as an effective response to contemporary uncertainties. And among the reasons, Ilvo Diamanti writes that “contribute to nourish this orientation, one of the others is relevant. The fear aroused by immigrations, the arrival and presence of foreigners.”

The main European newscasts give ample visibility to this event: in three services out of ten there is an association between the reasons and/or the effects of Brexit and the migration phenomenon with two meanings: the exit from the European Union as an answer for block the arrival of migrants and refugees, and the condition of immigrations, including Europeans, in the event of leaving the EU.

“The possibility of complete information on immigration, information that, among other things, can explain to readers and viewers not only the effects of arrivals, but also the causes of departures and escapes,” writes Giovanni Maria Bellu, President of the Carta Association of Rome, is among the hopes for a story of the migration phenomenon in the name of fairness and effectiveness. It is not necessary to have a favorable view of immigration, or to be “good journalists,” but to make good journalism.

Thank you!

## **The Crisis in Migration Policy and Refugee Protection in the United States**

**Donald Kerwin**

**Executive Director**

**Center for Migration Studies of New York (CMS)**

Ladies and gentlemen,

Our panel will address multiple crises facing migrants and refugees, and will offer some recommendations for a more humane, rights respecting, and evidence-based approach to this challenge. I will speak about migration policy and refugee protection in the United States, and end with a short description of my agency's work. Let me begin by pointing out that the world is not facing a refugee or a migrant crisis, but a crisis in refugee protection, responsibility sharing, solidarity, and imagination. Unfortunately, this crisis will likely increase in severity in the United States – a nation of immigrants and traditional leader in refugee protection – in the months to come.

### **The US Policy Crisis**

As you know, the Trump administration released three executive orders on immigrants and refugees between January 25 and 27, with many more expected to follow. The courts have blocked the president's order on refugees and the so-called Muslim ban, but the administration will likely issue a revised order next week, and additional orders are expected as well.

### ***Immigration Enforcement***

The president regularly promotes his plan to build a 2,000 mile “impregnable” wall, which is a very bad idea and unnecessary. However, let me walk quickly through other aspects of these orders on “Enhancing Public Safety in the Interior of the United States,” which sets enforcement priorities that are so broad that they fail to prioritize at all. Thus, they raise the possibility of a mass deportation policy, and indiscriminate enforcement.

A large-scale deportation program would affect a large percentage of the 11 million US undocumented immigrants. Our research shows

that there are three million “mixed-status” households in the United States,<sup>1</sup> i.e., those with a US-born child and an undocumented person, most often the child’s parent. 6.6 million US citizens by birth live in these household, 5.7 million of them children. Removing their undocumented members would cut their median income nearly in half and would relegate millions of US families to lives of poverty. To assess the cost of raising the US-citizen children left behind, we assumed that only one-third of these children would remain in the United States following the deportation of a parent and that undocumented parents now contribute 50 percent of the financial support for the children. By these conservative estimates, the cost of raising these children to maturity would total \$118 billion.

Mass deportation would be disastrous for other reasons as well. A high percentage of the 2.4 million mortgages held by households with undocumented immigrants, for example, would be at risk of default. To put this figure in context, at the peak of the housing crisis in 2009 a record 2.8 million properties received mortgage foreclosure notices.<sup>2</sup> Another study found that US GDP would be reduced by \$4.7 trillion over 10 years if the US lost its undocumented residents; the federal debt would increase by \$982 billion over 10 years; and the agricultural, construction, leisure, and hospitality industries would experience workforce reductions of 10 to 18 percent. Yet another study estimated that it would cost \$400 to \$600 billion in immigration enforcement spending over a 20-year period to deport the undocumented and prevent further illegal entries.

A few more facts to highlight the impact of a mass deportation policy:

- 6.6 million undocumented persons have lived in the US for 10 years or more, and 1.9 million for 20 years or more.
- 4.4 million have been tentatively approved for family-based visas but languish in backlogs that can span decades.
- Eight million are in the US labor force.

<sup>1</sup> <https://journals.sagepub.com/doi/10.1177/233150241700500101>

<sup>2</sup> <https://www.reuters.com/article/us-usa-housing-foreclosures-idUSTRE60D0LZ20100114>

The best solution to this challenge would be a legalization program, but this is very unlikely under the Trump administration.

### ***Refugees and National Security***

The order titled “Protecting the Nation from Terrorist Attacks by Foreign Nationals” grossly exaggerates the security threat to the United States from refugees.<sup>3</sup> While it is conceivable that a terrorist could successfully masquerade as a refugee and commit an attack on US soil, it is highly unlikely. A Cato Institute study found that between 1975 and 2015 – a period in which the United States resettled 3.25 million refugees – there were three terrorist attacks by refugees, killing three people. This means that the risk of dying in a terrorist attack by a refugee during this 41-year period was one in 3.64 billion. Cuban nationals committed these three attacks in the 1970s.

Since the 9/11 attacks, extraordinary efforts have been made to strengthen US intelligence, identity assurance, and refugee screening. At present, refugees undergo the most rigorous and exhaustive vetting of any candidates for admission.<sup>4</sup> This is particularly the case for Syrian refugees who are overwhelmingly women and children, and who the order indefinitely bars.

More importantly, the failure to anticipate and to respond in a coordinated, proactive way to refugee situations can *undermine* security. Conversely, refugee protection invariably *contributes* to security. This may be most obvious in the case of the prevention and mitigation of refugee-producing conditions. However, support for the communities in developing states that host 86 percent of the world’s refugees also promotes security, as does the safe and voluntary repatriation of refugees and the resettlement of well-vetted refugees in third countries. By contrast, shortfalls in essential aid to refugees, lack of education and work opportunities for refugees, and the inability of refugees to migrate through normal channels or to secure legal status in host communities can lead to large-scale, unregulated migration. In short, the failure of states to address refugee crises undermines security, and

<sup>3</sup> <https://www.cato.org/publications/policy-analysis/terrorism-immigration-risk-analysis>

<sup>4</sup> <https://journals.sagepub.com/doi/10.1177/233150241600400304>

refugee protection promotes it.

The president's executive order will keep refugees in situations of great insecurity. It also offers a potent recruiting tool for ISIL and other terrorist groups, and reduces the likelihood that allied states, foreign intelligence sources, and targeted immigrant communities will fully cooperate with US counter-terror initiatives. As Michael Hayden, former director of the Central Intelligence Agency (CIA) has defined it, the order "inarguably has made us less safe." It also raises concerns related to the United States' adherence to the core values, which it should seek to secure – values like religious liberty and pluralism, family unity, and a commitment to protection. The order is a self-inflicted wound in the global battle for hearts and minds, which should matter to those who care about US standing, security and putting "America First."

### ***Expedited Removal, Asylum and Due Process***

The US Immigration and Nationality Act (INA) subjects non-citizens that lack proper documents and illegally cross into the United States or present themselves at a port-of-entry to expedited removal. Under this process, immigration officials act as police, prosecutors, and judges, all rolled into one. Expedited removal now applies to persons within 100 miles of a land or sea border, who appear to have arrived within 14 days. The administration's executive order on "Border Security and Immigration Enforcement Improvements" would extend this process to persons who cannot "affirmatively" show that they have lived in the United States for more than two years. Lawful permanent residents (LPRs) and US citizens often cannot prove to immigration enforcement officers that they have lived in the United States for at least two years, and not infrequently they are removed as well.

The INA provides that immigration officers "shall refer" persons who request asylum or express a fear of persecution to a "credible fear" interview by an asylum officer. Those found to have a credible fear can then seek asylum before an Immigration Judge in removal proceedings, which is a very daunting process. Yet border officials consistently refuse to refer qualified persons to credible fear interviews. Instead, they resort to all manner of deception and falsehoods. They tell desperate asylum-seekers that people with legal status in



Mexico cannot apply for asylum in the United States. They say the United States is full, and there is no more room at the inn. They say that the United States does not accept asylum claims from countries that are not at war, like violence-plagued Honduras, El Salvador or Guatemala. They threaten to separate families and detain them. They refuse to refer asylum-seekers for credible fear interviews, even in front of delegations, like the International Commission on Religious Freedom, that have come to monitor their compliance with the law.<sup>5</sup>

The expedited removal process should long ago have been limited in scope, if not terminated. The lawless behavior of federal officials, who take an oath to uphold the law, makes its expansion particularly problematic. If the United States enforces its immigration laws, which it should do and which it does very aggressively, then it also needs to honor due process and its legal commitments to refugees and asylum-seekers. It is a very troubling time in the United States, with more of these types of measure to follow. At risk is more than a discrete set of immigration or refugee proposals. It is a challenge to the kind of nation the United States can be and has been at its best.

### **The Work of CMS in the Fields of Migration Policy and Refugee Protection**

Let me now speak briefly on the work of the Center for Migration Studies of New York (CMS) in responding to these multiple crises. CMS is a think-tank and educational institute on international migration, refugee protection and immigrant integration. The Congregation of the Missionaries of Saint Charles, Scalabrinians, founded CMS in 1964. CMS produces and publishes scholarship, research, and evidence-based policy analysis. Its values and touchstones are Catholic: it brings a person-centered, fact-based, rights-respecting ethic to its work. It tries to put itself in service to Catholic institutions and leaders at all levels.

CMS enjoys close relationships with migrant service-providers, advocates, policymakers, policy influencers, academics, researchers, and the media. It publishes the leading research journal on international migration, the *International Migration Review (IMR)*, and a new,

<sup>5</sup> <https://www.uscirf.gov/sites/default/files/Barriers%20To%20Protection.pdf>

cutting-edge public policy journal, the *Journal on Migration and Human Security (JMHS)*. It also publishes reports, essays, blogs, and occasional speeches.

One of our recent reports covers the work of US non-governmental organizations (NGOs) and community-based organizations (CBOs) during the Deferred Action for Childhood Arrivals (DACA) program, which offers undocumented residents brought to the United States as children a temporary reprieve from deportation, and employment authorization.<sup>6</sup>

To offer a sense of CMS's output, over the last five years we have:

- Published 250 significant papers and reports.
- Organized 55 events and spoken in two times that many events which were organized by other institutions.
- Initiated a weekly "Migration Update" of news, faith reflections, policy reports, and resources for pastoral networks.
- Created a robust, diverse, and growing community of constituents.
- Participated in several UN processes and events, where we have consultative status.
- Created an extensive, publicly accessible dataset on the US undocumented and eligible to naturalize populations.

We have made this underlying data available to researchers – which has led to several papers on the potential benefits of a legalization program and the extraordinary costs of removal – and to NGOs, CBOs, and the press. We are a lean, highly leveraged, and productive agency, but very small.

We plan to devote significant attention this year to the major challenges facing immigrants and refugees in the United States, without losing sight of the importance of the processes leading to the global compacts on refugees and migrants.

<sup>6</sup> <https://cmsny.org/publications/legalization-report/>

During the presidential campaign, Trump regularly vilified immigrants, championed extremist policy proposals, and used immigration and refugee protection as political wedge issues. His recent executive orders could not have been more problematic. As a result, since the election, we have produced papers and analysis on:

- The consequences of cuts in refugee admissions, the suspension of immigration from Muslim-majority states, and expansion of the US expedited removal program.
- How refugee protection advances national security.
- How Trump's "Make America Great Again" slogan mirrors the language used from early 20<sup>th</sup> century nativists and eugenicists.
- The abuses of border officials who deny desperate migrants the ability to seek political asylum and the myriad risks facing the US asylum system.
- An analysis of how US indifference to Czechoslovakian migrants in the late 1930s – many of whom were killed – mirrors the Trump proposals today; this paper drew heavily from the collections in our Archive.

CMS has made a broad appeal to its extensive network of academics, researchers, and policy experts to write timely analyses and posts on various aspects of the administration's plans.

CMS is one of the seven members of the Network of Scalabrini Study Centers entirely dedicated to a deeper understanding of migration in all its aspects. These Centers, found in some of the most important cities of the world (New York, Paris, Rome, Cape Town, São Paulo, Buenos Aires, and Manila), are in an ideal position to monitor the development of international migrations. The Network draws its inspiration from (blessed) Scalabrini, who stirred up the interest of public opinion on the vicissitudes of migrants, fought for a better legal protection on their behalf, and has left a group of followers who continue his vision through social centers, formation institutes, rest homes, spiritual formation and assistance.

For the first time, the Network of Scalabrini Study Centers is producing

a global policy report on the theme of refugee responsibility sharing.<sup>7</sup> This report highlights pressing refugee situations in each of the regions covered by the centers and makes extensive policy recommendations. CMS consistently partners with other Catholic organizations as well, including at the United Nations in New York.

CMS also publishes reports on humanitarian crisis and policy responses. In September 2016, for example, in partnership with the Scalabrini International Migration Network (SIMN), CMS published a short report based on a fact-finding trip to the Scalabrini shelters in San Salvador, Tapachula and Tecun Uman.<sup>8</sup>

Since 2013, CMS has also organized what we call the Catholic Immigrant Integration Initiative.<sup>9</sup>

This process brings together a wide-ranging group of Catholic organizations that are devoted to immigrant justice, well-being, integration and empowerment. The participants include charities, hospitals, community organizing networks, legal immigration and refugee resettlement programs, ethnic ministries, parishes, schools, universities, and others. Our goal has been to expand and strengthen the individual and collective work of Catholic institutions and their ministries to migrants and refugees. In fact, this is a good description of CMS's mission overall.

Thank you.

<sup>7</sup> <https://cmsny.org/publications/scalabrini-policy-report-2017/>

<sup>8</sup> <https://cmsny.org/publications/the-central-american-humanitarian-crisis-and-us-policy-responses/>

<sup>9</sup> <https://cmsny.org/cms-initiatives/catholicintegration/>

## **FOURTH PART**

### **PROMOTING BETTER INTEGRATION PROGRAMS AS A COMMON RESPONSIBILITY: THE ROLE OF GOVERNMENTS, INTERNATIONAL ORGANIZATIONS AND CIVIL SOCIETY ORGANIZATIONS**

#### **Migration Governance in Italy**

**Mr. Domenico Manzione**

**Undersecretary of the Interior of Italy**

Ladies and gentlemen,

In accordance with the purpose of this important Forum, more than an analysis of the migration phenomenon that was presented in the prior panel, in my brief presentation I will try to provide or identify some concrete solutions which allow for better management of the phenomenon. I beg your pardon at the start because I think that very few things I will say can be defined as an innovative solution. I have been moving around the world for several years and, frankly, I distrust all those who come to my door pretending to have the solution in their pocket. I believe that, in reality, the phenomenon of migration can be tackled and managed having in mind what the rights of the people who come to our territory are, and not forgetting, at the same time, the rights of the people who are already on our territory.

Pope Francis presented this morning a program on migration governance developable in four verbs: to welcome, to protect, to promote and to integrate. My intervention will be focused on the first and the last verbs: to welcome and to integrate.

The capacity to welcome migrants and refugees is interconnected with three basic crises that the world, but Europe in particular, is facing today:

4. Migration crisis: it is one crisis, but it is not the only one.
5. Economic crisis: this is the fundamental crisis. It is the one that does not allow our economies to produce more wealth. It is the

one that spares work to our very young generations and is causing the increase of unemployment globally.

6. Security crisis: in recent times, Europe has been the subject of a consistent series of terrorist attacks, against which the measures put in place so far have shown its vulnerability.

These three crises interact significantly and heavily amongst themselves and are affecting the capacity of the European countries, and other countries around the world, to receive migrants and refugees. The dangerous impacts of these crisis can be attenuated through three main ways: legal ways, juridical ways, and technical ways.

Regarding the legal ways, I would like to share with you a very brief and real story that I imagine many of you already know. In Belgium, a refugee family made a request for a short stay permit to be able to file an asylum request. The administrative authorities of that country have rejected the family's request, saying that the Belgian legislation does not provide for such a possibility. The family in question has recourse to the Belgian judicial authority. The Belgian judicial authority has sent a request for a preliminary ruling to the European Court to find out whether the Belgian legislation is compatible with the European treaties that guarantee the right to asylum, where it does not allow for a short-term permit.

Without going into technical details, a question comes immediately from a human point of view: if it is not possible to arrive in Europe through the legal way, the way of the asylum request followed by this family of people who are escaping from war, what is the alternative? The alternative is to rely on the traffickers of death, who allow you to get on a boat and, if it is not sinkable, you can reach the European shores.

I know that imagining legal ways is not a simple task, because there are a series of consequential problems. There are considerable technical-juridical problems for us Europeans, for a Union that has, until now, been entrusted with a Dublin regulation that attributes to the States of first entry the responsibility in all the management of the reception and the possible recognition of the right of asylum.

Currently, there are some distribution criteria that are still under

discussion, but only for refugees, not for economic migrants, and only for those refugees who are recognized, according to Eurostat statistics, the right to asylum to international subsidiary protection in excess of 75 percent. In other words, in Europe, at this moment, there is no possibility of having a legal access for migrants.

Regarding the juridical ways, we must find innovative solutions. We need to imagine international commissions made up of several components. There is great distrust among European States on the outcome of the asylum recognition procedure. Then you see a stick so high that it protects States from possible divergences regarding the evaluation of the existence or not of the right of asylum in the international protection framework. It can be remedied. One can imagine commissions that are outside the national territories, which would allow us to finally overcome that criterion of the State of first entry. One can imagine, given that there is so much distrust, commissions made up of people who do not belong to the same nationality. You can even imagine criteria that make the results of those assessments more homogeneous. One can imagine a judicial intervention, which also intervenes on the activities carried out outside. I realize that they are complicated aspects, not easy to be able to get. However, they are those that would probably allow to combine not only the right to be recognized asylum or international protection, but also to combine a reduction of the risks that migrants are facing to arrive in Europe and the distorted perception that migrants are coming to Europe to steal our work, which we do not already have for our people.

Finally, there are technical ways that can be useful to solve practical problems. For example, we must find concrete mechanisms and alternatives to migrants and refugees who want to come to Europe, rather than letting these people turn to traffickers of “human flesh.” The humanitarian corridor implemented in Italy is an example of a legal and technical way to welcome people in Europe.

Relating to the last verb suggested by Pope Francis this morning – to integrate – the path to obtaining the recognition of international protection from a European country, even the humanitarian one, is normally a particularly long journey. Then it happens that, after a long time that a person is in the territory, he or she receives the answer “no” to his or her request of asylum: “You have no right to asylum, you have

no right to subsidiary protection, you have no right to humanitarian protection.”

The question is: when these people were on our territory, they gave ample proof that they wanted to integrate into our country, they have formed a family, they have created affections, maybe they have even found a job, is there really no possibility of imagining that the original request could be used for other purposes? In my opinion, this possibility exists and should be appropriately sounded and verified. I realize that at this moment the political situation in our country and Europe is quite uncertain. It is not the ideal condition to deal with problems of this kind, but I think that sooner or later this is an argument that will have to be made.

From Europe on down, we continue to imagine the walls or forced repatriation as the possible solution to the “surplus” of immigration in our countries. However, it does not deal with reality. Just look at the numbers to realize it. This distorted perception of the phenomenon of migration reveals that we need an information campaign within Europe. We generally do the information campaigns outside of Europe. In my Ministry, for example, the Ministry of the Interior, together with the IOM, we are conducting an information campaign in Africa, through very widespread media. It conveys information about people who want to come to Europe. We always promote campaigns outside, though. We never do it inside. Which means that we still have many steps to take in terms of culture, as, once again, Pope Francis reminded us this morning to welcome and to integrate migrants and refugees in our societies.

Thank you!



## **Migration Governance in Germany**

**Mr. Hans-Georg Engelke**

**State Secretary**

**Federal Ministry of the Interior of Germany**

Ladies and gentlemen,

Let me start by giving you some figures to illustrate the situation in Germany:

Germany has roughly 82 million inhabitants, 20 percent of whom have what we call a migrant background. In 2015, about 890,000 refugees arrived in Germany, roughly 40 percent of them Syrians. In 2016, the figures were down to approximately 280,000 new arrivals, with Syrian nationals making up almost 28 percent.

In 2015, approximately 480,000 foreigners filed an asylum application, with the figure rising to about 750,000 in 2016. About 280,000 asylum applications were decided in 2015, compared to roughly 700,000 in 2016. At present, roughly 365,000 cases are pending. Since 2015 we have increased the number of staff at the Federal Office for Migration and Refugees, which is responsible for processing asylum applications, from approximately 2,500 to 9,100.

In 2016, about 210,000 foreigners were staying in Germany but were actually required to leave the country. In the same period, roughly 55,000 persons left the country voluntarily, while approximately 25,000 were forcibly removed.

According to scientific studies, Germany continues to be integration-friendly. However, the integration-friendliness is coming under more and more pressure.

From the 1960s to the turn of the millennium, we Germans did not generally perceive our country as being a country of immigration. That did not change until the beginning of the new millennium: from 2005 to 2015 Germans were extremely integration-friendly. The following factors are most often seen as reasons for this stance:

- continuous economic growth, which meant that few people saw

the new arrivals as competitors in the labor or housing market,

- a general acceptance that there is a connection between immigration and economic growth (new talent is needed to secure the country's international competitiveness),
- a consensus in the opinion-forming public, i.e. policymakers, business leaders, the trade unions, the churches, the media etc.,
- and increased immigration and integration policy efforts (new legislation, and funds to pay for integration measures).

All this resulted in the emergence of what has been called a “welcoming culture.”

This consensus is on the line, however, since the massive rise in the number of refugees in 2015, when an increasing number of people in Germany began to feel that the state had lost control, at least temporarily, that no one could tell how many more people would be coming to Germany, and how we would cope if we took all of them in. Also, our country began to see some extremely severe security incidents. This development has been followed by a surge in right-wing extremist activities.

Let me now describe some of our integration policy principles.

For us, integration is a common responsibility of all sectors of society. The state promotes and organizes integration at federal, regional, and local levels. One thing is clear: The lion's share of integration efforts is made locally, and by civil society players: associations, NGOs, churches, local communities, and, most importantly, hundreds of thousands of volunteers, who have been laying the foundation for integration in Germany. There are an estimated 30 million people in Germany who do voluntary work, not necessarily for refugees, but the figure is overwhelming all the same and indicates why, overall, German society functions well.

Our integration policy is based on the principle of offering more support for integration efforts while making requirements stricter.

We expect those coming to us to learn our language to be able to communicate.

We also expect them to have an interest in, and accept, our values. And we feel that swift and successful access to the labor market is one of the key integration tools, as it enables those concerned to gain occupational training, feel needed, provide for themselves and their families, and to take charge of their lives.

In a wider context, we believe that integration is a part of social cohesion. We want not only to help those coming to us for protection, but also to address the concerns of those already living in Germany who may feel that taking in new arrivals may be detrimental to their social situation. We feel that this is the only way to win greater acceptance for taking in refugees.

When it comes to integration measures, we distinguish between persons who have good chances of being allowed to remain in Germany and those who do not. We want those with good chances to integrate as quickly and effectively as possible. And we want to have swift and efficient procedures in place to be able to identify those with little chance of being allowed to remain and to tell them that they must leave our country. During their stay in Germany they may nevertheless attend courses to learn German, acquire occupational skills and to familiarize themselves with our values.

In this context, the Federal Government must make sure that such courses are offered. The Federal Ministry of the Interior, for example, organizes so-called integration courses where participants learn German and about our values. In 2016, 330,000 participants enrolled in such courses, taught by roughly 18,000 teachers working for approximately 1,700 associations and organizations. Furthermore, we provide in-service training courses, occupational training and courses for first-time job seekers, measures which are dovetailed with further integration activities at federal, regional, and local levels, and civil society activities. We must make sure that these measures are sufficiently funded and have the necessary legal framework.

One example here is the newly introduced residence restriction, allowing us to require foreigners who depend on public funds to live in a specific place - a rule which has been introduced at the request of the local authorities because, in the absence of this provision, refugees preferred specific areas, which made some people fear that ghettos

might emerge and that the authorities might be unable to manage.

One of the main challenges we had to face was modernizing processes and structures. For instance, we adopted the Act to Improve the Registration and Sharing of Data for Purposes of Residence and Asylum Law, helping us to overcome long-standing data protection reservations and create a modern data registration system.

Undoubtedly, we will have to find a much better coordinated pan-European solution to refugee issues in the future. It is true that we are committed to living up to humanitarian requirements, but it is equally true that we are not able to provide protection to all people seeking better lives. We believe that the international community must find ways to give these persons prospects of a life in dignity in their home countries.

Thank you for your attention!

## **Labor Integration and Migration Policies**

**Manuela Tomei**

**Director of the Working Conditions and Equality Department  
International Labour Organization**

Ladies and gentlemen,

In representation of the International Labor Organization (ILO) – a specialized agency of the system of the United Nations that deals with issues relating to the rights of workers, the functioning of the labor market, and the promotion of social justice – I am going to talk about the participation of migrants in the labor market as an essential element of a strategy to promote the dignity and economic and social integration in countries of destination.

Immigration is a phenomenon that affects all continents, and which has now acquired a global dimension. It involves women, men, and children in search of better living conditions and fleeing from situations of poverty, war, and natural disaster.

When dealing with a worldwide phenomenon, any response that wants to be said to be effective must also have a global reach, and responsibility must be shared globally. Closing the borders or erecting walls is not the right answer because, among other things, it is not sustainable over time, since it merely moves the problem from one country to another, not tackling it fairly and rationally.

International organizations need to work together and help design innovative and long-term responses. These responses must recognize the complexity of the phenomenon and be subject to periodic monitoring and careful evaluation of their impact on migrants, as well as on countries of destination and origin, to ensure their relevance and effectiveness in the short and long term.

Currently, we are faced with a huge paradox. As noted by previous speakers, the potential benefits of migration have never been more evident than today. Demographic changes and the accelerated aging of the societies of industrialized countries results in a reduction of their economically active populations, creating serious problems for the sustainability of their social security systems and slowing down

national economic and social growth. However, hostility to migrants in these countries has never been stronger than it is now and is steadily rising. The growing inequalities in the countries of destination and the degradation of the living standards of the middle classes have produced and continue to fuel a great social malaise and a strong resentment towards the political establishment, which deceive migrants of easy scapegoats.

The phenomenon of migration concerns developing countries, emerging economies, as well as advanced ones. There is no longer only the passage of people from the less advanced countries to the richer ones. In recent years, there has been an intensification of migration between countries belonging to regions with an equal level of economic and social development. In fact, 42 percent of all migrants in the world are concentrated in the southern hemisphere of the globe.

Often, in addition to the countries of origin and the countries of arrival, there are also the transit countries through which migrants pass in order to reach their final destination. For each type of country, the challenges change and these in turn require specific policies and interventions. At the same time, in order not to frustrate the efforts being made in each of these countries, the need for a policy of dialogue and cooperation between countries of origin, arrival and transit becomes evident.

In this context, it also becomes essential to identify innovative strategies and ways to facilitate the integration of refugees and migrants in our countries which take into account the legitimate perceptions and needs of local populations, because without true “intelligent” integration – which must be sensitive to local problems and needs – tensions are inevitable.

Work is the most effective means of integrating migrants and refugees and is, at the same time, the most important means of protecting them, including against racism and xenophobia.

The mandate of the ILO, since its creation a hundred years ago, is to promote decent work for all people who need or want to work in a particular country, regardless of whether they are resident, immigrant, or refugee people, men or women.

Work is not only often the main, if not the only, source of support for

people, but it is also a means by which their skills, knowledge and creativity are developed and made available to the community. When work is carried out in conditions of freedom, security, and dignity, it helps to give a purpose in life and to establish a sense of belonging to a wider community, which transcends the individual and his family. Work and social justice are essential to maintaining social peace and achieving greater social cohesion.

Work is the main cause that pushes people to abandon their birth countries and go elsewhere. According to recent ILO estimates, 150 million of the 250 million migrants in the world are migrants for work. Of these people, 42 percent are women, most of whom work as carers or domestic workers. This phenomenon has led many analysts to speak of “feminization of migration,” which reflects the demographic changes and the associated changes in the type of services required by wealthy countries, to which I referred earlier.

As for those who seek asylum from third countries, what drives them to abandon their own country is the desire to remove themselves and their families from unsustainable situations, such as war, which endanger their existence. In the end, however, they also start looking for work, regardless of whether they are authorized to do so, because work is essential to satisfy the vital needs of them and their families, and to preserve their dignity as human beings. This is particularly evident when one considers that, in most countries with large numbers of refugees, the average length of their stay in the host countries is 17 years.

Therefore, work represents an essential response, in the short and long term, to migration crises. What does this actually mean?

In the first place, as has already been repeated by many other speakers before me, it is essential that migration become a choice in the future for those who decide to go and live outside their country of birth, and not a necessity; that in the future migrations are seen as an opportunity for development not only of individuals, but of entire collectivities, including the populations of the countries of destination. Achieving this goal implies reducing the current huge imbalances and inequalities in rights, opportunities, and wealth between rich and less fortunate countries. It means activating smart investment policies in the countries of origin that allow these gaps to be closed. And this was

also said by Minister Giro in the opening remarks of this Forum.

Secondly, it is necessary to establish a channel of communication and dialogue between those who shape the migration policies of a country and those who establish its employment and labor market policies. This means expanding the type and number of actors called to take part in the related decision-making processes. The world of entrepreneurship and the social partners, as fine connoisseurs of economic and social reality, have an evident key role to play in this regard.

A third factor to take into account is to ensure fair recruitment and working conditions – to avoid all forms of exploitation, especially child exploitation. Migrant workers must be guaranteed equal rights and equal dignity and equal treatment compared to national workers. This is the most effective way to protect not only migrants from workplace abuse, but above all the citizens of the host country. This would allow a widespread leitmotiv to be resolved, according to which foreigners not only take away our jobs, but also contribute to the deterioration of their quality, exerting a real social dumping at the expense of the local population, which often reacts by expressing resentment and hostility towards migrants. This underlines the need for strengthening the institutions of the world of work in charge of the fight against undeclared work.

The presentation of the German experience is highly interesting and relevant in this regard. In fact, in Germany the Ministry of Foreign Affairs works in consultation with the Ministry of Labor and the social partners to facilitate the integration of refugees into the country's economic and social fabric. The underlying idea is that there is not a single Ministry that can effectively, on its own, deal with such a complex and relatively new reality, namely the integration of more than one million refugees from Syria into the labor market at the same time. The results achieved by Germany in a relatively short period of time are truly remarkable and confirm the solidity and the need for an approach based on the involvement of several government agencies, which design, execute, and monitor the respective interventions in a coordinated manner in order to achieve a common goal, jointly with representatives of the private sector and trade unions, who represent the real economy.



Another key element is to overcome prejudices against migrants and negative, often unfounded, perceptions of the migratory phenomenon. This requires an alliance with the mass media that must and can contribute to giving a more balanced perspective of the phenomenon, which is based on facts and not on perceptions, underlining any benefits, without hiding its challenges. The mass media must present what works and what does not work and try to reduce animosity and contribute to a more objective and constructive narrative on migration.

Cooperation between countries and between regions is another fundamental element for a more just and effective governance of migration, which requires the creation of appropriate dialogue bodies at local, national, and international level, including the regional level. The latter is especially important because, as already pointed out, most of the migrations today occur within the same region. Cooperation between states, as well as their collaboration with international organizations, are therefore essential and this explains why the ILO is contributing to the negotiation of the two Global Compacts, the one on refugees and the one on migration, which the United Nations General Assembly will have to adopt in September 2018.

Allow me to briefly mention how the ILO is making its contribution to the Global Refugee Pact. In July, I wrote a group of experts from the governments, trade unions, and businesses of over twenty countries, including Belgium, Germany, the United States, Brazil, Ethiopia and Pakistan, when they adopted, for the first time, some guidelines designed to facilitate refugees' access to the labor market. These guidelines, which are not binding, are based on principles of international law and draw inspiration from good practices. States can use them to ensure that refugees can obtain regular and dignified work, safeguarding the interests of the local population and avoiding the emergence or sharpening of unacceptable forms of work, such as child labor. In Jordan, for example, there has been a surge in child labor recently, among Jordanian and non-Jordanian children, following the strong influx of Syrian refugees in the country, despite years of progressive and significant reduction in the incidence of child labor in Jordan. A Memorandum was signed with the UNHCR to strengthen and complete the humanitarian assistance for which the UNHCR is responsible, with efforts also aimed at providing refugees with the means and knowledge necessary to be able to access a decent means of

self-support, given the long stay times in asylum countries. This joint work will offer important insights and inputs to the Global Compact on Refugees currently in preparation.

To conclude, the ILO seeks to ensure that refugees, migrants and citizens of the country that welcomes them can all have access to productive and dignified work, in the interest of all, through dialogue and cooperation within of countries, involving local communities and social partners, and between countries, in full respect of labor rights and legality.

Thank you.

## **Sharing Responsibilities in Migration Governance**

**Luigi Maria Vignali**

**Principal Director for Migration Policies**

**Italian Ministry of Foreign Affairs**

Ladies and gentlemen,

This year, 2017, is a transition year between the New York Declaration and the two Global Compacts on refugees and migrants. In addition, it is the year in which a country that was the country of origin of migrants, a migrant transit country, now the country of destination of migrants, Italy, will have the Presidency of the G7.

During this time of transition and presiding the G7, we want to promote some values and goals that are determinant to define and implement effective migration policies.

There are two important values that we want to promote during this time: shared responsibility, and partnership and dialogue.

Shared responsibility – that is the topic of this panel – is a determinant element to implement innovative and effective integration policies. There is no solution to the current migration crisis that can be faced by a single subject, be it the country of origin or the destination country. The countries of the international community must work all together to identify concrete solutions. The shared responsibility is the strong idea that emerged from New York Declaration, and we would like, as the Italian presidency, for the G7 to be a bridge between New York and the two Compacts that will emerge in 2018.

Shared responsibility is achievable only through partnership and dialogue. This is another important value. Even in Europe, Italy has already promoted an important idea of partnership and dialogue with European countries and African countries to find shared strategies to respond to the current migration crisis. In addition to promoting dialogue, the Italian government has allocated 200 million euros to give rise to migratory partnerships with African countries, precisely because we realize that only through dialogue and through the use of resources we can arrive at concrete solutions.

The three main goals that are guiding our policies are the following:

1) Investing in the countries of origin of migration flows. This is what the Holy Father himself said this morning, when he spoke to us of promoting, starting from the countries of origin, the right of everyone not to have to leave. Investing, obviously, through development cooperation and through private resources. Development cooperation alone is not enough. A significant percentage of the gross domestic product of some African countries, for example, is based on remittances from migrants. Let us take the example of a country near Italy: Senegal. Every year in Senegal 200 million euros of remittances arrive, only from Italy. It is such a financial resource that we will never, alone, certainly not Italy, give a similar amount in development aid. We also need the involvement of the private sector. This is why the European Union has rightly proposed an external investment plan able to mobilize, through the so-called leverage effect, between 4 and 11 billion euros of guarantees for private investments.

2) Protecting migrants, refugees, and their families. Another of the Holy Father's keywords this morning was protecting migrants. Pope Francis suggested to protect in particular the most vulnerable among them, women and minors, especially unaccompanied minors. From this perspective, we want to develop within the G7 a framework of international protection for these two particularly vulnerable categories and all migrants and refugees. In Italy, through the Community of Sant'Egidio and in partnership with the Ministry of Foreign Affairs and the Ministry of the Interior, we have created and are implementing humanitarian corridors to protect refugees who want to come into Europe.

3) Enhancing the contribution of migrants to the integral development of society. In economic terms, evidently most migrants are workers. We are aware of the significant contribution in terms of growth, including economic growth, that migrants and refugees can make. A demographic balance contribution in aging societies, like the European one for example, is another remarkable contribution in addition to maintaining social security systems. It has been calculated that foreigners, every year in Italy, pay 620,000 pensions to Italians.

In conclusion, migrants and refugees are important contributors for

integral development of our societies. Therefore, our policies must be aligned with the goals of protecting migrants and refugees through new legal ways and enhancing their contribution to our societies, in addition to investing in the countries of origin of migration flows. This is our ambitious program for our G7 presidency and for our “shared responsibility” on migration governance in Europe. Recalling Winston Churchill, I would like to conclude saying, and I quote: “Responsibility is the price of greatness.”

Thank you!

## **FIFTH PART**

### **CONCRETE SOLUTIONS: “DECENTRALIZED INTEGRATION” – AN EXAMPLE FOR A BETTER INTEGRATION PRACTICE IN EUROPE?**

#### **Concrete Solutions: “Decentralized Integration” – an Example for a Better Integration Practice in Germany**

**Benedict Göbel**

**Coordinator for Integration Policy**

**Konrad-Adenauer-Stiftung**

#### **Introduction**

After the refugee crisis in 2015, integration policy has experienced considerable momentum in Germany. There is hardly a topic which attracts so much public interest, encounters so much discussion, yet also calls for so much personal commitment. In 2015, nearly 17 million people in Germany had an immigration background. This is one fifth of the German population. Many live in Germany as the third and fourth generation of immigrants and one out of two has German citizenship. At the same time, Germany has experienced a sharp increase in immigration in recent years, accompanied by a significant increase in the numbers of refugees, since 2012, culminating in the arrival of around 800,000 refugees in 2015 alone. As a result, integration policy has not only become a new priority on the political agenda, but the German population has also come to perceive integration as the most important and pressing issue for the country. This integration work, particularly the integration of the refugees who have migrated to Germany in the last few years, is a task that primarily has to be dealt with by the municipalities.

Following a brief summary of the German institutional framework with regards to integration policy, some concrete examples for decentralized integration projects will be presented. The case studies are taken from the “On-site Integration” study carried out by Prof. Dr.

Kronenberg for the Konrad-Adenauer-Foundation in 2016/2017.<sup>10</sup>

### **Integration Policy in Germany – the Institutional Framework**

The tasks around integration and refugee policy in Germany are shared by the federal state (Bund), the federal states (Länder) and the municipalities (Städte und Gemeinden). In formal terms, the responsibility areas are quite clear: while the federal state is responsible for the processing of asylum procedures, it is the responsibility of the *Länder* together with the cities and municipalities to provide accommodation and care for asylum seekers. Integration, especially the integration of refugees who migrated to Germany in recent years, is a task that is first and foremost carried out in the municipality – “on the ground.”

The overarching framework of German refugee policy is provided by the Common European Asylum System (CEAS), which entered into force in the summer of 2015. It sets out the minimum standards for the processing of asylum applications, for the protection rights of asylum seekers, as well as for the jurisdiction of asylum procedures between the individual EU Member States. In the last decades, the national legislation in Germany, as well as in all Member States, has been harmonized with EU standards.

According to Article 74 of the German Constitution, the “rights of foreigners to remain and settle” and the “matter of refugees and displaced persons” fall under the category of concurrent federal and state legislation. Thus, the legal framework of German refugee policy is established to a large extent by federal laws. The Asylum Act (§ 5) determines that the Federal Office for Migration and Refugees (BAMF), affiliated to the Federal Ministry of the Interior, is responsible for the implementation of asylum procedure. Asylum seekers do not make their request to the central office, but to one of the 38 foreign offices.

Care for refugees and provision of accommodation is the main task of the federal states (Länder), in cooperation with local communities. According to the asylum law, the federal states have the obligation “to create and maintain the necessary reception facilities to accommodate

<sup>10</sup> See: <https://www.kas.de/handreichungen-zur-politischen-bildung/detail/-/content/integration-vor-ort> (23.07.2019).

the asylum seekers as well as [...] to provide the necessary number of accommodation places in the reception facilities” (§ 44 paragraph 1). Incoming refugees will be initially accommodated, pursuant to the Königstein key, in the first response centres of the states which have been assigned by certain foreign offices of the BAMF.

The requirements regarding the distribution and care of refugees after their stay in the first response centres differ in the individual federal states. While in most states the municipalities are directly responsible for the organization of appropriate accommodation facilities, in Bavaria the respective government districts oversee this task. The way in which the municipalities are reimbursed also varies. However, throughout Germany, the medium to long-term care and integration of refugees, and therefore the actual implementation of the law on asylum seekers, is the responsibility of cities and municipalities.

In addition, the immigration authorities of the municipalities are responsible for the implementation of the right of residence. They also issue so-called *Duldungen* (temporary suspension of deportation) for asylum seekers who have been rejected and assess to what extent the asylum seekers fulfil requirements, for example in the case of obtaining a passport. In addition to the enforcement of immigration laws and the care of the refugees, the area of integration represents a key responsibility of cities and communities. For the integration, researcher Michael Bommers asserts that they are the real “moderators of integration,”<sup>11</sup> since they are the ones who implement the integration policies of the federal government and of the federal states in the context of local circumstances. This applies in particular to the areas of housing, regional economic development, education, training and further training, the coordination of civil commitment and the “intercultural openness” of the administration.

The responsibility of covering the costs of refugee policy is strictly related to the division of tasks: the federal government finances the implementation of the asylum procedure, while the states and municipalities are responsible for the costs of accommodation, care of the refugees, and the long-term integration costs.

<sup>11</sup> Michael Bommers: Kommunen: Moderatoren im Prozess der sozialen Integration?, in: Aus Politik und Zeitgeschichte 46/47 (2010), S. 36-41, S. 40.



## **1. Example Case 1: “I Am a Viernheimer” in Viernheim**

“I am a Viernheimer” – this is the name of the initiative that the Catholic parish of St. Michaelis brought to life in 2014 and the central point of the integration of refugees arriving in Viernheim. The project was created after a large number of refugees arrived in 2014, especially from Eritrea, and were accommodated in several temporary shelters. Since at that time the competent district authority had hardly any capacity to promote social integration, Father Angelo Stipinovich and community officer Herbert Kohl decided to act. They distributed flyers to welcome the refugees and invited them to meet each other in the Municipal House. Already at this first joint meeting it became evident that the basis for social integration is first of all language acquisition. However, at the time, only a small minority of the newcomers was entitled to join the regular integration courses and so the church community decided they would take care of providing language courses for refugees.

In the past years, the project has grown steadily and hundreds of volunteers from the community are currently involved. Decisive for the success of the project was winning a professional advice grant in the framework of the “Start Social” competition under the patronage of Federal Chancellor Angela Merkel in the year 2014. Now, “I am a Viernheimer” has, in addition to providing language learning opportunities, three other central integration blocks: “vocational integration,” “social integration,” and “help to self-help.” Stipinovich and Kohl consider that language acquisition, integration into the labor market, and social inclusion are the core components of “I am a Viernheimer.” The aim of the project is, therefore, to provide access to a German language course to all incoming people, regardless of their status in the asylum procedure.

Organizationally, the official direction of the project is shared between the Mayor Matthias Baass (SPD) and Father Stipinovich. Through the connection with the city administration, the community hopes that cooperation with the authorities and the access to possible state funding will improve. The overall coordination and public relations work are still Kohl’s area of responsibility. The respective subprojects in the areas of self-organization, language acquisition, integration into the labor market, and social integration, as well as issues around

accommodation, are organized within the framework of special working groups. Furthermore, to a varying extent there are always meetings of the participant work groups with different cooperation partners, including, in addition to the city, the job center and the Association Lernmobil, also the local emergency accommodation facilities, the social center of Viernheim, and the mosque community.

## **2. Example Case 2: “Work and Integration for Refugees (WIR)” in Hamburg**

Of the newly registered arrivals of asylum seekers in 2015, the city state of Hamburg was allocated around 2.5 percent of the total number of asylum seekers who arrived in Germany. Concretely, 22,299 refugees went to Hamburg in 2015, including 20,987 with accommodation needs.

Jürgen Gallenstein, head of the Department of Labor, Social Affairs, Family and Integration of the city of Hamburg, says: “We had first to find accommodation, but it is not just a question of housing refugees, but also that they must be integrated. We are of the opinion that integration is best achieved through work.” Thus, the basic idea for the WIR project was born. Through the initiative of the Hamburg Senate, the authority for Labor, Social Affairs, Family and Integration in Hamburg, the employment agency of Hamburg, the Job Center in Hamburg, the Hamburg Chamber of Commerce and other cooperation partners from the private sector put together the “Work and Integration for Refugees” (WIR) program in September 2015.

The aim of WIR is to further develop training and labor market integration for refugees and to incorporate the experience of officials of the refugee aid. Refugees who have a good perspective of remaining in the country and have received no benefits from the job centers are filtered out and, with the help of an individual assessment of their potential, they are placed into training and employment as quickly as possible. “The main point is that we have no time to lose,” says Gallenstein. A first step toward the fast integration of refugees in the labor market is the systematic recording of the respective circumstances of life and the determination of the professional aptitudes. Solutions for each individual situation can be found within the framework of a common discussion of the case across institutions.

The WIR project can be divided into different steps. First, each refugee will hold initial information conversations with employees of the refugee center in Hamburg. In there is interest, the data of the refugees are taken and a date for a detailed conversation is agreed. The refugee counseling from WIR is not only for professional advice, but also to create a kind counseling service for the general living conditions. In the conversation, the full individual life situation is taken into account. Professional skills and future prospects are discussed. Refugees must bring all relevant documents, e.g. certificates, to the appointment. The data will be kept strictly confidential and only forwarded with the consent of the refugees. WIR designs personalized professional perspectives. This can be an internship in a business, it can be an exam, or the harmonization of the training in the home country with the training in Germany, or even a concrete job offer. The consultation lasts on average two hours and should discuss the individual potential of the individual.

The mediation successes are currently being evaluated. However, it is already noticeable that WIR significantly contributes to improve the labor market integration of refugees and thus also their integration into society.

### **3. Example Case 3: “Social Pilots” in the Salzland District**

The Salzland district is characterized, as large parts of the eastern federal states, by its demographic development: while in the year of German reunification in 1990 about 275,000 people lived in the area of today's district, in the year 2015 it had only about 196,000 inhabitants. This trend can continue, according to a forecast of the State Office for Statistics of Saxony-Anhalt: by 2025, the number of inhabitants can fall by almost a quarter to only 164.586 inhabitants, surpassing thus the negative state average. In May 2016, the proportion of foreigners in the total population of the Salzland District was 3.2 percent. This figure rose by almost one percent within one year due to the influx of refugees: in January 2015 only 505 asylum seekers lived in the Salzland district; by the end of May 2016, the figure had risen to 1,595.<sup>12</sup> About

<sup>12</sup> See. Salzland district: Statistics of the Specialist Service for Aliens and Asylum Law, in: [http://www.salzlandkreis.de/Salzlandkreis/Verwaltung/Fachdienste/30\\_Auslaender\\_Asylrecht/Statistik.htm](http://www.salzlandkreis.de/Salzlandkreis/Verwaltung/Fachdienste/30_Auslaender_Asylrecht/Statistik.htm).

two thirds of the refugees were housed in a decentralized in homes and a third was sent to community accommodation.

On 4 March 2015, in the light of the massive increase in the number of refugees assigned, the Salzland district council issued the “Support Concept of the Salzland District for the Reception and Accommodation of Refugees.”<sup>13</sup> In addition to procedural rules for the reception, accommodation and support for refugees, the project “Social pilots,” sponsored by the Salzland district in cooperation with communities and municipalities, is an essential pillar of the overall concept.

According to this concept, voluntary citizens working as so-called “social pilots” provide refugees who are accommodated in individual housing in the same village or town the necessary assistance in everyday life. This means concretely that the volunteer provides support with formalities with the authorities, when making a doctor’s appointment, on the first visit to a supermarket, when enrolling to school or to a language course. The most important motto is “help for self-help,” which means that the volunteers do not take over tasks for the refugees, but help and support them so that the refugees themselves can carry them out.

If possible, when the refugees or asylum seekers move into the assigned housing unit, the “social pilot” should be present from the beginning, together with a representative of the municipality, to make direct contact and ensure and build trust. It is explicitly desired that the pilot, together with the people living in the house, contacts the neighbors immediately and introduces him/herself to establish a kind of “intermediary function.”

#### **4. Example Case 4: “Flüchtlingsfirma Anpacken” – the Refugee Company in Geestland**

The sharp influx of refugees in the summer of 2015 also had an impact on the municipality of Geestland. 9.32 percent of asylum seekers

<sup>13</sup> The support concept is provisionally valid up to and including December 2016. Salzland: Betreuungskonzept des Salzlandkreises für die Aufnahme und Unterbringung von Flüchtlingen (Support Concept of the Salzland District for the reception and accommodation of refugees, in: [Http://politik.kreis-slk.de/getfile.asp?id=26083&type=do](http://politik.kreis-slk.de/getfile.asp?id=26083&type=do).

in Germany were to be distributed to the German federal state of Lower Saxony. The region is fourth after North Rhine-Westphalia, Bavaria, and Baden-Württemberg in the number of refugees allocated. According to internal statistics of the city, there are 549 asylum seekers living in Geestland. Compared to the total population, the proportion of asylum seekers is about two percent. In total, there are asylum seekers from 15 nations living in Geestland. The age structure, with an average age of just under twenty, is extremely young.

The project, carried out by the city of Geestland with the Arbeiterwohlfahrt (AWO – Worker Welfare) in Langen as cooperation partner since April of 2016, follows an apparently simple approach: “Help to self-help.” The project consists basically of having refugees renovate and repair the homes that will be housing refugee families. The work involves activities such as painting, garden care, as well as the repair of furniture and bicycles. The work orders to repair and renovate individual houses or apartments are assigned directly by the city. The city administration therefore emphasizes that the “Flüchtlingsfirma Anpacken” is not a regular company and does not compete with the local economy. The central seat of the project is the AWO in Langen. Ten asylum seekers from Syria and Afghanistan work three days a week a total of 20 hours. They travel together with support personnel from the AWO headquarters to the work assignments, which can be in any of the 16 towns comprising the district. Refugees are brought into the project by refugee pilots, who exchange information with the refugees. “The willingness and commitment to be involved with the refugee company is great. Cooperation promotes integration,” confirms the refugee guide Karin Sanders. The objectives of the project can be listed under three core aspects: work, social participation, and acceptance in the population. The asylum seekers only work in the project during the time that their asylum application is being processed.

One of the objectives of the project coordinators is also to bring the refugees with the activities and participation in the project to their first job in the job market. Thanks to the good contacts with local medium-sized businesses, made possible also because of the structures of the region, the participants of the integration project can be enrolled in internships, which could eventually lead to some form of employment. To promote professional and the social integration, the refugees

participating in the project have access to a German language course. This is, in turn, as confirmed by the local stakeholders, a further incentive for the refugees to participate in the project. When it first started, it was important for the city administrators that, in addition to the aspect of providing meaningful employment for refugees and path towards employment, the project would send a signal to the people which would strengthen the acceptance of the refugees within the population.

### **Conclusion**

Looking to the future, the case studies above emphasize that Germany's efforts in its refugee and integration policies will only succeed through strong local initiatives and partnership. The government can manage the asylum process and optimize the work of its own administration, it can support integration by helping to provide accommodation, by supporting access to education and through easing legislation on access to the labour market, but it cannot dictate integration. Integration needs strong cooperation from civil society, embracing associations and initiatives coming from the German people, migrants, and refugees alike.

Thank you.

## **Concrete Solutions: A Refugee in My Home Project**

**Oliviero Forti**

**Director of the Immigration Division**

**Caritas Italy**

Ladies and gentlemen,

In my brief intervention, I will present a project: “a refugee in my home,” promoted by Italian Caritas. Evidently, even from the title, it is easy to understand what it is. It is not the only existing experience of this type, neither in Italy nor in Europe. However, it is probably the first time that a reception project of this type has been implemented in an organized and widespread manner throughout the territory.

Basically, after Pope Francis’s invitation to open up our structures to welcome refugees, we immediately took action. As an Italian Church, through Caritas Italiana, we have invited parishes, religious institutes, and families to welcome foreign citizens who were already on the territory in a condition of vulnerability, to offer them an opportunity for welcome and subsequent integration.

Listening to the Holy Father this morning, I understood that the way is now marked and the refugee project in my house is undoubtedly on the right path. The Holy Father reminds us that hospitality must always be inspired, above all, by a logic respectful of the dignity of the people received. And it is in this spirit that our project has seen the construction of a reception system based not on large numbers, nor large centers, but on a widespread reception network that has allowed around 600 people to regain their lives.

The goal, however, was not exclusively to take care of the most fragile people, but also to activate a process of positive contagion capable of bringing communities closer to a divisive theme of migration, too often misunderstood. The idea that 600 reception beneficiaries could have had a multiplier effect on thousands of people in the community pushed us to work on the territories in the belief that in this way it would be a reception project with an intrinsic pedagogical value.

By widening our gaze, we realize that the migration issue does not exclusively concern the theme of reception and integration. The latter

are certainly two important aspects, but they constitute only two links of a much longer and more complex chain, which starts from afar, from the channels of entry into Europe. Today, entering in a legal and safe way is almost impossible. There are no entry quotas for work or mechanisms that allow refugees to reach our continent without having to put themselves in the hands of traffickers. Without a doubt, the experience of humanitarian channels and resettlement is important to ensure a safe and legal entrance, but numerically insufficient and intended only for refugees or asylum seekers. These are extraordinary interventions that we have also decided to implement in the absence of the necessary ordinariness, which should see legislation more open to the arrival of people in Italy through family reunification and entry for work reasons. Therefore, it is necessary to resume planning the annual quotas through the issuing of the flow decrees, avoiding migrants what has become a real Via Crucis towards Europe.

In the absence of all this, the Italian Episcopal Conference, in collaboration with the Community of Sant'Egidio, the Minister of Foreign Affairs and the Ministry of the Interior, has promoted the opening of a legal and safe way to our country with the funding of a humanitarian corridor from Ethiopia to Italy.

It will involve bringing 500 people from a country that today hosts more than 700,000. Certainly it is not the solution to the great need for protection that exists globally, but it is a strong signal of civil society, a political signal to those who today believe that Europe can afford to seal its borders. It is a program that we are carrying out with the institutions in the belief that everyone, in this process of mutual contagion, must take a piece of responsibility. We are also collaborating with the Ministry of the Interior on a small resettlement program of Syrian families from Jordan, who are in conditions of extremely serious health vulnerability.

Even those who arrive from Ethiopia and Syria will be welcomed according to the "refugee at home" program which, among other things, has lower costs than institutional reception, because it is supported by the Christian community.

Thank you!



## **Concrete Solutions: The Casa Scalabrini 634 Project**

**Emanuele Selleri**  
**Executive Director**  
**Casa Scalabrini 634**

Ladies and gentlemen,

I am here to present the Casa Scalabrini 634 project, a new initiative of integration of refugees in Rome promoted by the Missionaries of Saint Charles, Scalabrinians.

### **Beginnings**

From the beginning, in 2015, we have tried to shape ourselves to what was the Roman situation of hospitality and our best answer to refugees' needs. First of all, we imagined not a welcome center, but rather something that goes beyond – an integral service to the migrants and refugees, without forgetting the local population that hosts us.

Our main question in the beginning was: What to do for migrants and refugees in Italy, especially in Rome at the moment? First, we tried to understand who was already doing a positive job in favor of migrants and refugees. We were lucky enough to meet the Astalli Center of the Jesuit Fathers on our journey. With them we undertake a new path, a new reflection on what was the most necessary and useful service in this precise historical moment.

Resuming the invitation of Pope Francis who, visiting the Centro Astalli in 2014, invited religious Congregations to open the doors of closed seminaries to refugees, the Scalabrinians have decided to take this step themselves and opened the doors of their former Theological Institute, in Via Casilina 634. Casa Scalabrini was born concretely between the end of 2014 and beginning of 2015, a particular period for Rome and for the migratory world.

### **Where We Are?**

We are physically located between “Torpignattara” and “Centocelle.” For those who do not know Rome, this area is one of the most complicated sectors, due to a mix of high levels of different immigrant

people living there as well as the presence of poverty-stricken locals. In those days, there was a revolt of the local community against a reception center in Tor Sapienza, 2 km from the Scalabrini house. This was a first alarm. We have concretely understood the intolerance as a part of the neighborhood. Ten days after, the capital mafia scandal burst, a scandal linked with profits around the reception of migrants in Rome. These two factors lead us to deepen our reflection even more. I can say that without these two events, perhaps we would have taken another path. Instead, we find ourselves taking this new path, which is bearing new fruits, many of which are unexpected.

If we could choose, we could probably have chosen another neighborhood to undertake this new action because more than 60 percent of the Rome reception facilities are in this Town Hall, and at that time the prefecture had forbidden new reception center openings in this area. We have gone further. We have decided to start a different service from this hot spot of the city that would welcome refugees, but above all we are strengthening our relationships, dialogue, culture of encounter, and integration in our neighborhood. This was the way that Casa Scalabrini 634 was born. We call it Casa Scalabrini 634 from the street number, since there are many Scalabrini houses in the world and we gave ourselves a bit of identity even for a question of territoriality, given that Via Casilina is long, but 634 represents as a watershed between the center and the periphery.

### **What We Do?**

Since the beginning, we made a key choice. Our services are focused on the second reception of refugees. A different choice that has been developed in recent years, but that we consider key to the success of the beneficiaries' refugees. The Italian legislative system does not help in this. Paradoxically, in Italy an asylum seeker is more protected than a refugee. When a person's request for protection is approved, at that moment the public service disappears.

There are very few services provided by civil society organizations to refugees and, for this reason, we have set up our services that can be divided into four areas. First, the reception area services, including lodging, food, medicines, and clothes for refugees arriving in our center.

Second, the semi-autonomy or second reception services, including training and referral for economic autonomy, housing, and social coexistence with the local community. From this perspective, our activities include formation of active citizenship, tailor's shop, courses in financial literacy, driving school, and information technology, among others, which seek to involve migrants, refugees, and Italians. A significant job placement program that we are developing is the social agriculture program that we started with the Oasi Association and the Kairos Cooperative. Meanwhile, we are giving another vision of agriculture to migrants and refugees, who often in Italy link agriculture labor options with illegal hiring. From this perspective, we are creating small spaces of employment opportunities.

Third, we realized that, to integrate refugees, we cannot just talk about it or just welcome some people and let them live together, but we must also create the conditions where they can be known and when they are known. It is fundamental for us therefore to create these moments of encounter that have the goal of creating networks, bonds, and relationships between the local community and refugees.

Fourth, in the area of awareness, we are going to schools, parishes, and centers of aggregation to talk about migration. In this area, we are trying to listen and understand what people think. We bring witnesses of these migratory experiences in these meetings. On the other hand, we are inviting schools and neighbors to visit Casa Scalabrini 634.

### **Working Together for the Common Good**

In addition to working in a network with the Scalabrinian realities active on the local and national territory, Casa Scalabrini works in synergy with associations and other organizations that operate in the same field of integration, creating a network from the grassroots. Working together helps to break down the "borders" that limit the creation of a community where everyone feels welcomed and can actively contribute to the common good.

Thank you.

## **Concrete Solutions: The Role of Municipalities**

**Matteo Biffoni**

**Mayor of Prato**

**Delegate for Migration Policies**

**National Association of Italian Municipalities (ANCI)**

Ladies and gentlemen,

I thank you for the invitation to join this significant dialogue, which seeks to consider potential possibilities to the current migration crisis. The theme of refugees and asylum seekers, as it was explained in the prior panels, has shifted attention in the sensitivity of every administrator who wants to try to do the good in his or her community. Currently, as delegate for migration policies of the National Association of Italian Municipalities (ANCI), I found myself managing with many of my fellow mayors, 8,000 in all, the subject of migration that is absolutely decisive and complex in our social and political coexistence.

Positive or negative sensitivity to every social issue is linked with specific turning points. You know how in movies the turning points, at some point in history, change completely the situation. The turning point in my current responsibility of Mayor of Prato was the visit of Pope Francis. He honored me with a great gift to come and visit our city, Prato, and he said to us something that marked a turning point in our community. From the pulpit, in Piazza del Duomo, the Pope Francis thanked us for the efforts – the words are important: “Thank you for the effort” – to welcome migrants and refugees. The word “effort” reveals a significant task and sometimes a struggle for a community. In very large municipalities and very small mountain municipalities that have been able to welcome and build paths of inclusion and accompaniment to these people who arrive in the territories, we recognize remarkable efforts of local communities and municipalities. In our efforts in different municipalities, we know that migrants and refugees have decided to move for a better future or because they are forced by war, religious, social, sexual persecution, or hunger, and they arrive in different places of our territory, for example in Pozzallo, Lampedusa, Prato, Reggio Emilia, Reggio Calabria, Florence, Turin, among other places. And from there, without knowing exactly what happened, having never done the walking, they must try to build a future.

These good efforts find appreciation in this audience and in part of our society. However, our significant efforts are becoming more complex and difficult because new political interests that are taking their toll. Unfortunately, the issue of migration is affected and wounded by the assessments of the electoral consensus, by the polls. You have seen what is happening in Europe, but it is also happening in Italy. Here, we are the ones who are on the front line of immigration in Europe. We are the most exposed because we respond to a whole community that has different sensitivities.

Why did I start by thanking you? Because we need exactly this kind of initiatives and reflections that go beyond the powerful force. We need new turning points! I say this without fear of being denied. Unfortunately, politics has not always had the capacity and the strength to withstand the impact with respect to such a complex and delicate subject.

In addition to political consensus, another significant stimulus in the field of migration is our commitment with people arriving in our municipal territories. From this perspective in the current emergency situation, in collaboration with the Ministry of Internal Affairs, our Association of Municipalities has opened several centers to receive migrants and refugees in different parts of our territory. We have set up an extraordinary system of reception in these centers to respond to the emergency of migration. The third sector has the strength and the ability to penetrate society and collaborate with our efforts to replicate this system. From this perspective, a turning point to respond properly to the current migration crisis is a pact between the great majority of mayors, who have the sensitivity and the will to respond to this phenomenon, and the third sector, those who know the territory, know how to do, where to do it, with what numbers, with what times, what are the objectives to be pursued. Finally, we need qualified operators and people who know how to do that job to make those experiences there become a common system, and widespread in all our territory. If we combine our efforts as Municipal Administrators, third sector, and operators, we can win this game.

Thank you!

## **Concrete Solutions: The Role of Civil Society Organizations**

**Fr. Mussie Zerai**

**Co-founder of the Agency for Cooperation and Development (AHCS)**

Lady and gentlemen,

This morning, His Holiness Pope Francis illustrated very well how we must welcome, protect, promote, and integrate migrants and refugees. I would like to add the word prevention as another important aspect related to migration governance. Prevention, protection, and integration: these three words must also be applied to the country of origin, transit, and destination of migrants and refugees.

You heard the testimony of this morning's family, and the circumstances that they faced when they fled their country. The husband fled to the central Mediterranean and his wife fled across the Red Sea to Yemen. It is that part that is often unknown, in addition to the many people who risk their lives trying to cross the Red Sea, to go to the Gulf countries.

Prevention policies are lacking in these countries of origin, namely, conflict prevention, prevention of human rights violations, prevention of dictatorships, prevention of persecution due to religion, ethnicity, and other reasons. Therefore, given that now Italy will be the rotating presidency of the G7, it is one of the duties that should be carried out – prevention in the country of origin, prevention that these people are not forced to flee. However, we cannot prevent migration with walls, with barbed wire, with agreements to prevent exit, but by creating these conditions to encourage them to stay, which means giving them that chance, that hope of a future in their country of origin. This is what is missing today.

Many of my compatriots flee Eritrea because they do not have a future ahead. They do not have a prospect of life ahead. Young people are expected of doing military service for an indefinite period, which has become a legalized slavery. In this situation, if we do not give a future, a hope, to these young people, they will continue to run away. This is the situation in other realities of African countries.

Prevention also means that every year Africa loses its human resource. A resource for its natural wealth, but also for lost revenue – an estimated

190 billion each year. Therefore, if we promote prevention policies and programs, Africa can maintain this wealth within its territory, which uses it to create a future for its children, allowing them to stay at home. There was so much talk about “let us help them at home.” This “aid,” in essence, is estimated at around 30 billion each year. I tell you a little brutally: Keep your 30 billion! Help us keep our 190 billion and translate it, make it become development. These resources, both human and natural, which escape, flee, are plundered.

Protection also in the country of origin means protecting the most vulnerable part of society: minority ethnic groups, minority religions, or even minority political groups, which are persecuted. If you protect inside your country of origin, it means that we are saving these people from flight.

Regarding integration in the country of origin, it is possible to integrate, especially those populations that feel marginalized, those ethnic groups or religious groups that have been persecuted. If we, instead of persecuting them, promote prevention, protection and integration of these minority groups in their country of origin, we avoid forced migration.

We are here today because we are working on the subject of migration. I would like to be the first to be unemployed, because many people are happy at home. It is true that, in the current migration crisis, we must welcome migrants and refugees. However, there must be focused on what Papa Francesco said this morning: people have the right not to emigrate. This happens only by creating the conditions to encourage them to stay.

Similarly, in transit countries, where migrants are suffering violence and human rights violations in detention centers, especially in Libya, governments must prevent these situations and protect their lives and dignity.

In the name of border protection, Europe is aiming at investing more in protecting the borders, instead of protecting people. This is really a serious issue!

Regarding welcoming migrants and refugees, in Switzerland, for example, where I am the national chaplain for Eritreans, reception

of these people could be defined as a good model, if we look at it in technical terms. It is similar to what was explained about the German model. Switzerland welcomes them, gives a home, language course, contributions and subsidies. However, something is missing; there is no interaction with the local population. Consequently, many migrants and refugees are depressed, alcoholic, and living in isolation. They need psychological support family counseling to face this situation. A possible response, for example, is what we are doing together with the Italian Catholic Mission in Bern: we are providing a meeting space for them, a social space to get them out of isolation. In other words, it is not enough to give them a home and subsidies. It is necessary to make a real social, economic, and cultural inclusion, creating meeting spaces.

Thank you!



## **SIXTH PART**

### **CONCRETE SOLUTIONS: RESETTLEMENT POLICIES AND HUMANITARIAN CORRIDORS – LESSONS LEARNED AND NEXT STEPS**

#### **Concrete Solutions: Humanitarian Corridors in Italy**

**Daniela Pompei**

**Responsible for the Service to the Immigrants**

**Community of Sant'Egidio**

Ladies and gentlemen,

Thank you for the opportunity to reflect together on an important topic, such as concrete policies regarding entry flows and possible regular entry routes.

The starting point of my brief intervention on humanitarian corridors, as it was already explained in prior panels, is that in Europe there are no regular entry routes for potential asylum seekers.

Facing the refugee dramas in Italy, which is the natural wall with the Mediterranean, of the dead of an estimated 12,500 people in the last three years – 2014, 2015 and 2016 – has led us, the Community of Sant'Egidio, to say: we must do something! We told ourselves we must make a proposal of a Memorandum of Understanding (MOU) to the Italian government to succeed in obtaining a regular entry route to Italy.

The first MOU was signed in December 2015 between the Italian Ministry of the Interior, the Italian Ministry of Foreign Affairs and International Cooperation, the Community of Sant'Egidio, the Federation of Evangelical Churches and 'Tavola Valdese' of the Waldensian Evangelical Church to provide humanitarian corridors for migrants in particularly vulnerable conditions, including single women with children, victims of human trafficking, elderly people and disabled or sick people. In the Protocol it is foreseen the possibility of letting in 1,000 people, from Lebanon (Syrian refugees) and from Morocco (migrants from Sub-Saharan African countries fleeing from situations of risk caused by conflicts, terrorism,

political instability, poverty, famine, drought), so the numbers are small.

We had the conscience that we could not touch the European laws, because everyone would have told us that it was impossible. We fought with a decree, which was the decree of the impossible. The negotiation lasted a year. But we found within the European visa regulation, the Article 25, which provides for the possibility of bringing immigrants in any EU country with a VTL (Limited Territorial Visa), that Italy can release to let people enter the country only for humanitarian reasons. This visa was used for exceptional cases – two or three in a year for very serious patients – and we have suggested a thousand visas, taking the responsibility of the identification of the cases in the place of departure and the travel arrangements to arrive in Italy.

For the identification of cases, with a mixed team of these associations, we have chosen Lebanon initially for Syrian refugees. The criterion for individuation, precisely because they are few, is extreme vulnerability: single women with children, sick people and individuals who do not want to be engaged in war. In addition, the associations assume the responsibility of all the visa-related practices, the security checks, transportation to Italy, and reception in a suitable time. In two years, we hope to reach the goal to receive 1,000 vulnerable migrants in Italy.

The first flight was made in February 2016 and in the end of this month, February 2017, will arrive with the last flight on February 27th, where they will reach 670. So, we are almost closing those thousand. We went very fast, because the deal was for 2 years.

I would like to say that, in a few days, a protocol with France will be signed to send another 500 from Lebanon to France. This is telling us that good practices can be exported and can grow.

One of the most beautiful things that happened in this year of reception of the humanitarian corridors was the widespread of the culture of reception. I do not tell you how many parishes, associations, individuals, professionals have come together and rented the house for a year and supported a family. We have sent the 670 people who are already in our country in 16 Italian regions, in 30 different cities. We hope that this program can become a structural system that we can establish in our legislation as a possibility of introducing regular channels of entry.

Thank you.

## **Concrete Solutions: Humanitarian Programs in Brazil**

**Paulo Sergio de Almeida**

**Director of the National Council of Immigration of Brazil (CNIG)**

Ladies and gentlemen,

In my brief intervention, I will focus on two issues: first, the experience of establishing the Brazilian migration policy by the National Immigration Council (CNIG) and, second, the experience of setting out a new type of legal migration framework integrated by humanitarian visas developed by CNIG.

Brazil is a country made up of migrants. However, during the second half of the 20th century, restrictive migratory laws have contributed to diminishing the influx of migrants. More recently, the CNIG has been one of the main actors in the development of Brazilian migration policies.

In the last 10 years, Brazil has been welcoming migrants again. This is connected to the new democratic context in which respect to the human rights is one of the main pillars, along with new economic prospects of the country. In this scenario, the work of CNIG has been paramount because of its focus on the protection of fundamental rights of all migrants.

CNIG is a deliberative body and has filled the legal gaps in this transition process between ancient legislation, from the 1970s, and new migration legislation, under construction, which will prioritize the respect for human rights.

The CNIG is composed of nine Ministries, coordinated by the Ministry of Labor, but integrated by all the Ministries responsible by the elaboration of migration policies, together with the main Brazilian workers trade unions, the most important entrepreneurial leaderships, and also civil society organizations. Therefore, it is a plural entity that is building the migration policy in close connection with the society and using the social dialog to achieve consensus.

Based on the current Brazilian legislation, CNIG is authorized to rule in the migratory field through regulatory resolutions, complementing

the law. This normative power has enabled this new scenario of migratory possibilities into the Brazilian context. For example, regulatory resolution nr. 8 created a complementary protection mechanism for migrants who are not considered refugees but are in need of humanitarian protection. Regulatory Resolution nr. 93 authorizes, for example, undocumented migrants who are victims of human trafficking or working in slavery-like conditions to obtain a legal residence and remain in Brazil. In addition, CNIG approved a new humanitarian visa for Haitians, enabling their legal immigration to Brazil and preventing the use of irregular means to arrive in Brazil, especially the use of migrant smugglers.

These are just a few simple examples of how Brazilian migration legislation is being updated, modernizing, and changing the former approach of the 1970s migration law towards a new migration framework where the center is the rights of migrants.

Furthermore, the Council has the legal authority to directly authorize the residence of migrants in Brazil. This has represented a significant increase in the number of documented immigrants in recent years. We have gone from just over 50,000 migrants in the Brazilian formal labor market in 2010 to around 130,000 migrants in 2015. Therefore, in recent years there has been an increase in migrants' admissions in the Brazilian labor market.

As for the humanitarian visa, the debate on this new visa started in 2010, when the influx of Haitians to Brazil began, just after the 2010 massive earthquake that hit Haiti and has further aggravated the socioeconomic conditions of that country. This new migration flow of Haitians to Brazil has started by a route that crosses different countries of Central America and South America, reaching the northern Brazilian land border.

It is a flow that was initially small. At the beginning of 2012, we estimated that there were about 1,000 Haitians per month arriving in Brazil, and for this reason the Brazilian government asked, at that time, the Council to look for a way to deal with the arrival of the Haitians in the Brazilian territory. Initially, CNIG set out a working group in order to achieve consensus between the government, the workers, and civil society organizations through social dialogue.

The Haitians initially sought refuge in Brazil, considering that the Brazilian law allows refugees to obtain documents to work more easily than the immigration law at the time. However, obtaining the refugee status takes a long time, creating for these people, especially those who remained in high numbers in small cities located at the borders of northern region.

The solution adopted by the CNIG to solve this humanitarian situation was the adoption of a humanitarian visa for Haitians, offering them a legal pathway to reach Brazil in a safe way. This visa is issued by the Brazilian Embassy in Port-au-Prince, Haiti. Consequently, Haitians no longer need to come over the dangerous terrestrial way, crossing borders, but they can come by plane, already having their humanitarian visa.

These changes are going to be integrated into the migration law and therefore will continue to address several problems such as the violation of human rights and labor rights. The law is in the Brazilian Senate and is about to be approved. After the experience with the humanitarian visa for Haitians, the Brazilian National Committee for Refugees (CONARE) also proposed a visa for Syrians in order to allow these nationals to enter Brazil and claim the recognition of their refugee status in the country. Nowadays, the same approach has also been used for the influx of Venezuelans that are crossing the land border to Brazil in the Amazon region.

We are using this same philosophy of humanitarian visa created for Haitians to also welcome other people in Brazil, especially those coming from Syria and Venezuela, two countries affected by violence and political turmoil. It is a visa that allows immediate access to the labor market and even if there is a strong crisis in Brazil, which is a challenge, people who arrive in our country are able to enter safely and slowly integrate in our society.

Thank you!

## **Concrete Solutions: The Scalabrini Model of Employment, Entrepreneurship and Social Innovation**

**Fr. Florenzo Rigoni CS**

**Director of “Casa del Migrante Scalabrini” of Tapachula**

Ladies and gentlemen,

Thank you for the invitation to share with you a program developed by the Scalabrinian Missionaries in Mexico and other countries around the world.

The Scalabrini Welcoming Centers and Casas del Migrante Network provides migrants, refugees, and internally displaced people services and advocacy programs to facilitate their integration in host communities and their re-integration when they return to their own countries. Scalabrini centers provide healthy meals, dormitory accommodations, legal and psychological assistance, documentation services, vocational training, and job placement programs. The Network is present in Argentina, Bolivia, Brazil, Chile, Colombia, the Dominican Republic, Ecuador, El Salvador, Guatemala, Italy, Mexico, Peru, the Philippines, South Africa, Taiwan, Uruguay, and Vietnam.

One of the innovative programs that the Scalabrini Centers are promoting is the employment, entrepreneurship and social innovation program for migrants and refugees to facilitate their socioeconomic integration and tackle the root causes of forced migration.

The program is developed at the Scalabrini Centers in four main stages:

1. **Training and skill certification:** this stage entails three months of intense training (about 300 hours), including entrepreneurship skill development, and concludes with the certification of the different courses, provided by the government agency in charge of the skill certifications.
2. **Document regularization and work authorization:** in this stage, undocumented migrants, deportees, asylum seekers and refugees are referred to government agencies to regularize their migratory status and work authorization.

3. **Employment referrals and micro-entrepreneurship:** in this stage, migrants, refugees, and deportees with training certificates and work authorization can opt for two programs: first, an employment program, with referrals to potential employers; and second, an entrepreneurship program (job creation), with the creation and implementation of a business plan and a micro-loan for start-ups.
4. **Technical support:** in this stage of the process, there is comprehensive support and control of the challenges and commitments made in the employment and entrepreneurship programs, including correction and redirection when the employment or entrepreneurship project is not meeting expectations.

The Scalabrini Centers are engaging with governments and the private sector to replicate this model, focused on a systemic change of migration governance. Indeed, policies and programs for the integration of migrants and refugees would improve if individuals and the private sector across the world worked together with governments and international organizations to extend social justice to all people.

This model has been developed for more than 20 years in South America, especially in Chile, and after more than 30 years working with migrants, refugees, asylum seekers and deported individuals in Mexico, we realized the need to replicate this model in Tapachula, in the border between Mexico and Guatemala. The aim of the program is to facilitate the socioeconomic insertion and integration of migrants and refugees, inspired by a vision that *“no migrant entering our shelter should leave it in the same status he or she had arrived.”* In other words, if migrants and refugees arrive undocumented in our Scalabrini Centers, we try to give them a formal status; if they arrive sick, we help them to become healed; if they are unemployed, we offer them the opportunity of a qualification and labor integration.

From this perspective, in 2016 we opened in Tapachula the “Aldea Arco Iris,” a training center where Central American migrants have the opportunity to reside at our shelter, Casa del Migrante, for three months and receive lodging, meals, psychological accompaniment, medical and dental care, as well as six vocational training courses: cosmetology, industrial sewing, computer training, electrical with

heating and air conditioning, basic accounting, and pastry cooking. At the conclusion the courses, students earning a passing grade are awarded with a diploma accredited by Mexico's Secretary of Education and granted a one-year temporary resident visa by Mexico's National Migration Institute (INM), which confers the right to work legally in all the national territory. The temporary resident visa is renewable for up to four years at which time migrants are eligible to apply for a permanent resident visa. After four years of permanent residency, migrants are eligible to apply for naturalization. Based on the data that we have collected from our students over the past year, all of our alumni have found remunerated employment in the central and northern Mexico, particularly in the industrial hubs of Tijuana, Silao, and Saltillo.

Currently, we are in the process to replicate this model in Guadalajara and Mexico City. In our surveys with migrants and refugees who have participated in this program, we have confirmed a fundamental change: with the tools of the resident visa and the vocational diploma in hand, the *American Dream* has turned into the *Mexican Dream*. This change provides migrants and refugees a reliable and safe alternative to overcome the necessity of migrating to the United States without authorization, which carries with it risks of crossing inhospitable terrains, assaults, robberies, kidnapping, and murder. From this perspective, this program is offering to migrants and refugees a new opportunity of hope.

Thank you!



## **SEVENTH PART**

### **MIGRATION AND DEVELOPMENT: FOSTERING INNOVATIVE PARTNERSHIPS**

#### **Migration in an Inclusive Economy**

**H.E. Pietro Parolin**

**Secretary of State of the Holy See**

Eminences, excellencies, ladies and gentlemen,

I thank you for this initiative, which seeks to address the phenomenon of migration in a constructive manner, to consider potential possibilities, starting from an objective examination of the current situation.

The Holy Father has suggested some responses that also correspond to the duties of justice, of civility and of solidarity when dealing with migration today. Pope Francis, as is well known, has migrants and refugees very much in his heart, to the point of reserving for himself the competence of the section that deals with them in the new Dicastery for the Promotion of Integral Human Development.

The Pope's encouragement to take charge of these situations, which are now exploding amid so much deafness and perspectives limited to national or regional interests, is a strong call for us to unite the efforts of all people of good will to ensure that migration is transformed from a necessity into an opportunity for peace and the harmonious development of the human family.

Having been asked to talk about migration and inclusive economy, I will try to do it, while aware that time does not allow us to be exhaustive on the topic, and leaving out some essential points that I hope will be treated in depth by others.

#### **The Economy**

The history of humanity has always been marked by migration, as well as by the disparities related to the economy and political strategies claiming power that have more or less conditioned each other.

Today, however, the contrast between poverty and wealth, in our interdependent world in possession of sufficient means to ensure the dignified subsistence of all the inhabitants of the earth, is even more unacceptable, operating its ever-deeper course among those who have education and means necessary to make progress than those who do not. Much of the world's population pays heavy burdens of poverty, under-development and exploitation, despite the availability of natural resources from which they should benefit. It is striking, the data published by *Oxfam* in its Report in 2016, that the eight richest people on the planet in 2016 possessed the same net wealth as the 3.6 billion people who make up the poorest of humanity, and that in 2015-2016, ten of the largest multinationals generated profits corresponding to what was collected in the public coffers of one-hundred eighty countries.

The same economic and technical progress that has enormous potential if used for development is often a multiplier of the disparities. Also, the widespread access to communications, to war technologies that cause crime, terrorism, war for ideological, ethnic, or cultural reasons, is considered at least by some sectors of the world population as the fastest way out of poverty.

The not always equal legal and economic ties between nations have revealed themselves, then, as a means of transmitting the financial crisis, which has rapidly spread globally.

While the forms of cooperation with the least developed countries are essential conditions for effective paths for peace, for full development, and for the construction of inclusive societies, the steps for achieving the objectives set by the 2030 Development Agenda, approved in 2015 by the UN Members, are complicated to achieve due to a global economic reality that makes one doubt an improvement.

According to the 2016 Report, "The Least Developed Countries (LDCs): 'The path to graduation and beyond: Making the most of the process'" of the United Nations Conference on Trade and Development (UNCTAD), the growth of poverty primarily affects the least developed countries. Forty-eight states have lagged behind the rest of the world and one sees increased difficulties in closing the gap and insufficient progress compared to the past.

Economic growth allows people to improve their lives and create new spaces for their creativity. On the contrary, in the poorest countries, poverty itself becomes a brake for the best growth prospects, an obstacle when dealing with adverse market conditions, disasters related to climatic and atmospheric phenomena, the lack of infrastructure that affects the use of essential resources, along with shortages of innovations with uncertain production and weak exports that create excessive dependence on imports.

Wars, in particular with the arms trade and the corruption which is at the heart of it, prevent all social and economic progress and have grave consequences for future generations.

### **Relations Between States – Migration**

Moreover, in the current world context, marked by globalization and other important elements that we could also mention, the strong interdependence between peace, development and respect for fundamental rights is increasingly evident. Today, however, it is difficult to grasp the signs of an important commitment in relations between states and among populations. Countries, instead, seem to take refuge in areas of limited interest and in more or less hidden nationalistic confines.

It is a world that has been defined as post-global, or as post-sovereign and post-national, and yet, it wants to protect itself and oppose any confrontation in facing difficult or harmful circumstances from a cultural, economic, ideological or religious point of view.

On the other hand, we see political strategies guided by fluctuating interests, insecurities, fear, political conflicts, underdevelopment and the diversion of funds destined to eradicate it, endless conflicts, human rights violations, fears about the consequences of climate change and the unresolved economic crisis, ideological impositions including for humanitarian assistance, deterioration of humanitarian social, political and environmental situations, with criminal trade in products, people and resources. The world scenario is characterized by these enclosures and injustices that generate migrations within States or abroad. Migration is now one of the fundamental problems of today's world. It is an apprehension taken as a pretext for electoral purposes and

calculations of various kinds, characterized by manipulation of news and by a new ideological totalitarianism that conceives the person only as an economic pawn that can be, as such, discarded if it is not needed and, as Pope Francis pointed out, that tends also to be hidden.<sup>14</sup>

Hence, in the context of migration policy, obstacles and barriers often lead to the use of alternative and more dangerous ways of irregular immigration, including abuse by traffickers and loss of life. To stop these crimes, the problems are then shifted to other countries along with economic and political burdens that are both substantial and dangerous and inadequate to resolve them and to guarantee the fundamental rights of the people, their protection, and their dignity.

In this situation, in the asserted consonance of intentions and the will to cooperate, the most courageous and far-sighted positions remain isolated in a growing fragmentation, putting at risk the democratic basis of many societies and also global economic progress. In reality, there are various examples of attempts at economic integration, but the global situation requires us to rethink them in terms of greater solidarity to prevent them from imploding.

The 244 million migrants of 2016 are a challenge to humanity. However, international migration in all its forms cannot be considered a transitory emergency. It is a human right to be safeguarded, a structural component that affects all continents and that must be addressed in its causes, in its fulfillment with synergy and cooperation at a global level, with a systematic and articulated program of actions shared at the multilateral level, with strategic and grass-root measures, sharing the burdens and responsibilities.

The intentions expressed in the New York Declaration, which initiated the consultation process of the two Global Compacts last September, respectively, for refugees and for a safe, regular and orderly migration, are intended to respond to these massive flows, seeking commitments, though non-binding, that should become more definitive in 2018 with the two new Global Compacts. There are texts that will be negotiated but, as indicated by Member States of the UN, they will have no

<sup>14</sup> Pope Francis, Talk to the participants at the “Economy of Communion” meeting, Vatican, 4 Feb. 2017.

consequent obligations, even though they may constitute authoritative soft law instruments.

Each State certainly has the right to control its borders, to decide whom to bring in, and based on the level of progress, the social and security situation, the political priorities. Each State has different exigencies for welcoming migrants, and wisdom and prudence are needed.

The Holy Father has spoken of this to the Diplomatic Corps accredited to the Holy See on January 9 last year, saying, “Prudence on the part of public authorities does not mean enacting policies of exclusion vis-à-vis migrants, but it does entail evaluating, with wisdom and foresight, the extent to which their country is in a position, without prejudice to the common good of citizens, to offer a decent life to migrants, especially those truly in need of protection.”

Then, he asked not to reduce the current migration crisis to a simple numerical count, and not to remain indifferent “while others are left with the burden of humanitarian assistance, often at the cost of notable strain and great hardship, in the face of an apparently unending emergency. All should feel responsible for jointly pursuing the international common good, also through concrete gestures of human solidarity; these are essential building-blocks of that peace and development which entire nations and millions of people still await.”

In this economy represented by the global common good, cooperation is needed at all levels that comes from an understanding of the current difficulties and limitations of each state. We also see it from entire regions to face alone this great challenge for the international community which, in the first place, should aim to ensure populations and individuals peace and development, thus making migration a free option rather than a necessity.<sup>15</sup>

As recognized in the 2030 Development Agenda, migration managed

<sup>15</sup> Economists and the World Bank note that the global economic contribution of a liberalization of the movements of people would be much higher than that deriving from the liberalization of goods, capital, and services and that migration is an expression of development in itself. It can constitute progress for the migrants themselves: moving from a poor country to a developed one causes an increase in income of 15 times, the doubling of school enrollment reduces the mortality rate by 16 times.

in “a safe, orderly and regular manner,”<sup>16</sup> is a development factor for inclusive and sustainable growth of migrants, that often offer an essential contribution to the growth of the host societies, as well as to the development of stability and peace of the countries of origin.

In part, it is possible to calculate the amount of remittances to countries of origin (which some poor countries cannot give up), the contribution they make toward the reduction of poverty at home, with investments in commercial activities, the creation of jobs for community and the development of communities, with social, cultural and commercial benefits, the exchange of experiences and know-how, are invaluable. Countries, however, pay high social costs, especially with regard to the education of young people, for the unity of families, with separation for work which often becomes definitive, and with the drain of excellent talents that do not always return.

In the context of inclusive economy, the great contribution of migrants who have vocational training in the host country is equally evident, but often underestimated. They contribute to the gross domestic product and the tax system and fill gaps in the demographic in places of work, and have skills in key sectors of the economy, such as innovation, involvement, dynamism, determination, and the ability to adapt and be resilient, both in the economic sphere and in the social and cultural enrichment sphere. Migration is also a factor of peace, since the refugees themselves are the most credible witnesses to the senselessness of war and violence.

It is clear that they can make such a contribution by conforming to the rules of the country that welcomes them and by respecting the customs and principles that govern their social life, as well as when the country that welcomes them ensures respect for their rights and dignity from the moment of arrival especially to those who are most vulnerable. These guarantees, with the correct identification of migrants and their needs, ensure the first steps towards integration, which must be accompanied by policies of work flexibility, of formation, of checking results, assuring at the same time, in secure conditions, access to social services, to work and adequate housing, avoiding the formation

<sup>16</sup> See Report of the UN Secretary General in view of the Summit on the vast movements of migrants and refugees - NYC, 19 September 2016.

of conditions that favor the spread of fundamentalism. It allows the local population, which undeniably bears the weight of hospitality, to cope with it responsibly without losing sight of the legitimate interests of those who are less wealthy in that population.

## **Conclusion**

But is an economic system like ours really inclusive, where, as we have seen, there are still too many victims and excluded people?

To make an economic system like ours truly inclusive, it is necessary to have a broader vision of development. As the Pope said, we must aim to change the rules of the game of the social and economic system.<sup>17</sup>

For this we can only start from new premises. This inclusive economy must be born from a culture that incorporates social, economic, and environmental equity – one that knows how to face the current social and technological challenges. A culture of sharing that presupposes reciprocity, understood not as a challenge and not so much in the sense of a close correspondence of rights and duties, but as a participatory and supportive commitment of all concerned, where everyone can and should offer their contribution, including migrants, countries of origin, of transit and destination, a civil society.

In this inclusive economy, understood in a broad sense, there is a far-sighted, patient, and creative use of resources, talents and knowledge, that cares for the victims of today and reduces those of tomorrow, preventing the production of human waste.

A culture that, apart from ideological differences, can make progress if done with true humility and respect, sharing its experience with confidence in human fraternity, in solidarity, which for us Christians means charity, as the only reasonable answer in front of the obvious inadequacy of other approaches. An inclusive economy that creates life because it shares with the poor, uses profit to create unity and that makes one hope in a world where intersecting roads bring new hope, dignity and richness of relationships, where money, from this perspective of reciprocity, enters the logic already announced by the Gospel so that joy may be for everyone. Thank you.

<sup>17</sup> Ibid.

## **Migration and Development Policies: Supporting Innovative Partnerships**

**Thomas Silberhorn**

**Member of the German Parliament**

**Parliamentary State Secretary**

**Federal Minister for Economic Cooperation and Development**

Ladies and gentlemen,

Migration has existed since time immemorial. Starting with the first human beings living in Africa, people have migrated to other parts of the world.

Migration is a way of overcoming poverty. People have always set out for pastures new in order to look for better working and living conditions far away from home – and have often found them.

During the first half of the 20th century and in the aftermath of the two world wars, millions of people were forcibly displaced both in Germany and all of Europe. In the decades since then, Germany has experienced fairly high levels of inward migration.

The decision to leave one's home or home country – which means leaving behind one's past life – is a decision that is never taken lightly. I know from talking to refugees that the decision to leave becomes all the more difficult, the less likely it is that a person will be able to return home within a relatively short space of time. This is regardless of whether people decide to leave because of violence, poverty, unemployment, or destruction of the environment.

Of the 65 million people throughout the world who have fled their homes, 87 percent have found refuge in developing countries. These countries are doing a tremendous job. That is why Germany is focusing its efforts on providing assistance to refugees who are being looked after in developing countries.

In the past year alone, we have pledged a total of 3 billion euros to fund support measures such as the construction of schools and hospitals and improved access to power and water. In addition, in the last year, we helped to create 61,000 jobs in the Middle East through our “Cash



for Work” program. The program allows refugees to make a future for themselves not far from their home countries. At the same time, it has the effect of boosting the local economy, since the local population of the host country also benefits – from an improved local infrastructure, for example, and from the greater purchasing power in their area.

Since the crisis in Syria began, we have made it possible for more than a million Syrian children to go to school in their host communities in Turkey, Lebanon, Jordan, or Iraq. We have helped to ensure that these children can have an education despite the precarious situation in their home country. This proves that we can achieve a great deal. Clearly, however, there is still a great deal to be done.

Taking a closer look at the positive effects of migration, let me pick out a pertinent example from the German Development Ministry’s wide range of activities:

Remittances – that is money transferred by migrants to their families back home – account for a very large share of many developing countries’ economic performance – larger even than that of foreign direct investments and development funding. Thus, migrant workers’ remittances make a major contribution to funding healthcare and reducing poverty among family members back home.

However, the charges levied on these remittances are considerably higher than those payable for money transfers between industrialized countries. Currently, the charges on remittances often come to more than ten percent. We want to see these high transfer charges lowered. In fact, we want to see them lowered to a maximum of three percent. In Germany, they are currently around 7.3 percent.

This is one of the reasons why we are launching innovative partnerships, as for instance with the start-ups offering online money transfers. These have shaken up the market in recent years, thus helping to reduce the cost of transferring money abroad.

In the Global Forum on Migration and Development (GFMD), which Germany co-chairs together with Morocco, we are advocating a development-oriented approach to migration. The GFMD Summit will take place this year in Berlin from 28 to 30 June.

Furthermore, Germany is lobbying within the United Nations for a “Global Compact for Safe, Regular and Orderly Migration.” People should be spared the huge dangers involved in using “irregular” migration routes!

In the medium and long term, we want to provide structural assistance to developing countries in order to help them in their efforts to improve the living conditions of their people. The aim of our development policies is to help bring about positive changes, for instance by encouraging political reforms, greater adherence to the rule of law, and technological progress.

We believe that as many parts of the world as possible should be attractive places to live. People everywhere deserve to have prospects for the future. For us working in the development policy field, it is important that as many people as possible have the opportunity to develop their potential. Let us work together to achieve this – with the help of coherent policies!

Thank you!

## **Migration and Development: Enhancing International Cooperation**

**Pietro Sebastiani**

**Director General**

**Directorate General for Development Cooperation**

**Ministry of Foreign Affairs and International Cooperation of Italy**

Ladies and gentlemen,

Thank you to the organizers for the invitation to participate in the VI International Forum on Migration and Peace. I would like to express all my applause for this significant initiative. It is a pleasure for me to be this morning in the midst, among the many, also of the Scalabrinian family, which I greatly appreciated in my many experiences abroad. I remember Archbishop Silvano Tomasi in my American years – in the 1980's – when I attended different meetings organized by the Scalabrinian Center for Migration Studies (CMS) in Staten Island, which was a point of reference for us diplomats. It was truly extraordinary to appreciate the professionalism with which they followed our communities abroad. They followed them for generations and generations.

I would also like to take this opportunity to thank all those who, both as professionals and as volunteers, work every day with passion and dedication in the field of development cooperation. They should be thanked for their work and encouraged to continue with their commitment, aimed at improving the living conditions of many human beings and of many communities around the world.

Italian cooperation is aware of how crucial the problem of migration is and, indeed, one of the most important challenges in the contemporary world. Migration is a complex structural phenomenon that must be faced with humanity and with a range of adequate responses. Italian cooperation is playing an active, front-line role in pursuing a link between migration and development, which, in all forms, represents a distinctive feature of this historical phase.

From this point of view, our country considers it essential to intervene above all on the multiple root causes of irregular migration, as a priority on its international agenda. We address this issue through many

development cooperation initiatives, aimed at creating employment opportunities on the spot and improving training and professional skills, especially of the younger generations in the countries of origin and transit flows. The aim of our efforts is to foster the economic growth of those countries, reduce unacceptable inequalities, and strengthen communities and democratic institutions. As a consequence, we can create the conditions for a dignified life in a more equitable and efficient institutional context, as fundamental and essential conditions for dealing with the theme “migration in the medium and long term.”

In recent months, in this sector, our cooperation has developed multiple initiatives, both with bilateral interventions carried out directly or through civil society organizations in the countries concerned, as well as through multilateral channels, implemented with international organizations, which have proven to have a higher level of operational capacity in so many difficult contexts.

I would like to recall the commitment of our current government and the previous government, the Renzi government, a government that brought the theme of Africa to the attention of all European partners. Our government pushed for the creation of the “La Valletta” fund, in the autumn of 2015, in addition to our commitment that continues with all the funds for financing the development of the European Union. We are the third contributor to the European budget and the fourth to development funds.

However, let me also recall the invitation that the Holy Father made just yesterday at the opening remarks of this Forum, citing four verbs that should inspire our cooperation activities, a reminder of migratory phenomena governance. Pope Francis referred to hospitality, protection, promotion, and integration, focusing above all on the binomial protection and promotion, which we proudly place at the heart of the action of our Italian cooperation. Italian cooperation is focusing a lot on the deeper root causes of migration, deepening its links with local partners and touching on all those issues that are at the root: unemployment, inequalities, institutional instability, climate change.

From this point of view, we are very convinced that only through the creation of new opportunities and jobs in the countries of origin and transit, especially for the younger age groups, is it possible to

adequately attack the root causes of this complex phenomenon, in line with the principles set forth by the Holy Father.

We have also always carried out support activities for international organizations, as well as for civil society organizations, that assist refugees, migrants, and displaced people, along transit routes or at collection points. From this perspective, protection is always an equally important promotion principle. However, the fundamental challenge that we must face in the field of migration is a broader reflection on the meaning of our presence in the countries of origin of the flows. Our presence in these countries can be seen also as an instrument of co-development of realities that appear different, but which have no other perspective than that of sharing a common future, in which protecting the right of movement of legal forms and, as emphasized yesterday by the Holy Father, the right not to emigrate for those who would like to enjoy the fruits of decent work in their own country and in their communities of origin.

In the above perspective, acting on the sole side of providing basic aid and services for migrants and displaced persons is not enough. Our initiatives are aimed along the lines of the UN 2030 Agenda and the “*Laudato Si*” towards the creation of sustainable and lasting development, so as to provide a medium and long term perspective, an improvement of the personal and professional life conditions of the population, always with special attention to the most vulnerable people.

At the same time, we believe it is also essential to enhance the presence of diasporas in our country and on our continent. The communities of migrants and refugees that now live in our countries represent both a cultural enrichment for our societies and an essential reference. They can play an active role in creating economic and social development in their countries of origin. Consequently, our cooperation is currently carrying out projects based precisely on the enhancement of diasporas, especially in Africa and in Italy. Among the examples of such a diasporas enhancement approach, I mention one in particular: a platform for approaching the private sector to enhance the value of diasporas in Italy. The project represents a very important initiative that is considered an international “good practice.”

Alongside the development interventions of the community of origin of the migration flows, direct interventions of our cooperation are also focused on supporting organizations dealing with the fight against trafficking in human beings, especially women and unaccompanied minors.

In conclusion, migration flows will certainly continue to represent a central challenge with which we should face again for many years to come. Therefore, we must also be aware of the opportunities that could emerge in a truly inclusive economy, if we are able to face this challenge by building a solidary partnership with the communities and countries of origin of the flows and set up dynamics and positive synergies for a sustainable development. Our approach for the future must therefore remain firmly anchored to inclusion, solidarity, the elimination of the root causes of migration, such as poverty, conflicts, institutional instability and, at the same time, in our commitment to guarantee the protection of all migrants, as well as transit communities. Together we can continue in the effort to build a more equitable and sustainable future for all.

Thank you!

## **Migration and Development: Building a Better Common Future**

**Laura Frigenti**

**Director**

**Italian Agency for Development and Cooperation**

Ladies and gentlemen,

The theme of this particular section in which you have invited me to participate – “Building a Better Common Future” – has really been in the heart of Italian cooperation, the agency that I have the pleasure of directing. It explicitly proposes to protect and affirm human rights, the dignity of the individual, gender equality, equal opportunities, and the principles of democracy and the rule of law.

I believe that this reference to what are the founding principles of our law that we must always keep in mind when carrying out cooperation activities is important, because these principles are unfortunately so far from the rhetoric that we hear in conversations, in newspapers, in the press. I believe that before us, in this historical moment more perhaps than in other moments, there is the challenge of peace and security. We see endemic wars, rising tensions, terrorism, organized crime, as in some areas of Latin America. These conflicts and violence prevent development, and wars are a mortgage on the future of the world and the generations to come against whom we have a huge responsibility in this historical moment.

At the same time, I want to say that environmental challenge is a titanic challenge. The use of natural resources or the lack of access to natural resources creates themselves refugees. It is important to remember that most of the migration movement currently is taking place in developing countries and within national borders, from the countryside to cities, but also between rural areas.

This dynamic of mass migration is an unprecedented phenomenon that poses a new challenge to the development community; a challenge to redirect traditional aid tools towards new and more effective forms. I personally believe that, to have an effective discussion on these issues, there is a need to better understand what is behind these phenomena.

Very often, a single cauldron is made of all migrants, as if they were all

driven by the same reasons and all had the same expectations. Instead, it is really important to refine our analytical capacity and invest in a better understanding of what the causes are, because only if we move the discussion from rhetoric to the data, we will really be able to develop a strategy that can be effective and contribute to the solution of this problem, which has short-term solutions, but also a medium and long term strategy that is important to remember.

The report that the Italian Agency for Development Cooperation has developed, in collaboration with the University of Tor Vergata, is a first attempt in Italy to truly bring the voice of the data and the voice of what works in this debate, moving beyond what are the discussions based on emotions or principles.

Allow me to consider the size of an economic challenge that we are facing today. The economic gap between a European citizen and an African is 70 to 1. If we project this with current growth levels, it would take 188 years to rebalance the situation. Creating jobs in Africa is only part of the solution, because it is necessary to tackle the problem of restricted and poorly functioning markets and poor regional integration. It is not so simple. It is not only by investing and creating jobs in small economies that are unable to absorb a huge amount of workforce, which is put on the market every year, that the problem is solved.

For this reason, I return to my starting point: let us analyze what the facts are and let us rely on data. We will observe that in Africa there are also extremely important sociological phenomena that are happening now, which mainly affect young people. Young people have become more independent than their parents. They take the fate of their lives in their hands. They decide to move from places where they see no opportunity, to chase after opportunities. The first opportunity is obviously the phenomenon of massive urbanization in the megalopolises, which is a development model that we must absolutely counter, because it makes it impossible to deliver social services, economic opportunities, and it is disastrous as regards the use of natural resources.

From there, the whole process starts and when they cannot find what they want, they still move through other processes that often



take them to our beaches, too often in disastrous situations. For us Europeans, who have demographic indicators that are completely in contrast with those of emerging countries, having such a younger population at our doorstep than ours, with few prospects of personal fulfillment in the countries. In this context, it is important to keep the emotional reactions of people in mind when deciding to discuss these issues. There is the temptation of fear, easy shortcuts and irrational responses that are fueled by a narrative which is held hostage by internal political dialogues, instead of by desire to work together to solve these problems.

Today, there are many discussions related to migration and development. It is necessary to distinguish between outward migrations and migrations that generate a return flow, not only economic, such as remittances, but also human return, such as voluntary repatriations, diasporas participating in the country development, and return entrepreneurship.

I would like to emphasize that circular or return migrations are a factor that has enormous growth potential, in a process defined as co-development and that is the only possible development model for this overpopulated, complicated and now completely globalized world.

Ultimately, emigration from an economic and development point of view must not only be reduced or controlled but must be governed and organized. I hope we can really get to a change of language. This idea of control is an idea that does not lend itself to defining strategies that can contribute to a real solution.

From a strictly economic point of view, all international studies highlight the positive relationship between migration and development. To the “Brain Drain,” for example, corresponds a “Brain Gain” in the short term that can return to the advantage of the countries of origin: the remittances of migrants, the exchange of know-how experiences, and cultural contamination are examples of mass effects much more relevant compared to our micro-sectoral interventions.

From this perspective, we must equip ourselves to face complexity, which is often scary. Overly simplified approaches do not help. For example, creating jobs to produce goods and services is a necessary

condition, but it is not enough. Creating jobs in some contexts requires a strong demand boost, which helps to consolidate and improve the supply capacity. And it may not be enough! Private consumption or investment shows no signs of recovery in depressed economies. We also need an intervention in the development of regional markets which implies their strengthening, the abolition of tariff barriers and a wider circulation of goods and services.

In general, we have to think in terms of innovation, and let us not forget that many of the most important results of innovations, such as mobile banking, were born precisely in contexts of developing countries and have allowed technological leaps not only for the development of private entrepreneurship, but also for the development of different methodologies and types of development intervention.

In this context, our agency is called to do everything possible to gather all the forces that within the country can contribute to the solution of this complicated knot of problems, and therefore to work with the private sector, civil society organizations, social entrepreneurs and the authorities of decentralized cooperation to promote specific initiatives for the benefit of developing countries, in particular the initiatives taking place in the countries of origin and transit of migrants.

In the framework of the New York Declaration, adopted by the UN General Assembly on September 19, 2016, we must remember that our goal is to make migration a choice, not a necessity. To achieve this goal, a broad vision is needed to face long-term challenges, among which I point out governance and not least demographic pressure.

In Africa, an estimated 450 million workers entered the labor market between 2010 and 2015. It can be seen as a big deal! I personally see it as a great opportunity and, at the same time, a tremendous challenge as regards the absorption of workforce. There are easy answers. I believe there is a need for a menu of complex, different activities that need to be coordinated to achieve goals and objectives. I firmly believe that this is the most important issue with which we must measure ourselves right now. This is the challenge for our generation and probably for the one to come, and that this is the time to get back to work on these issues all together.

Thank you!

## **Migration and Development Policies in Italy**

**Hon. Lia Quartapelle**

**MP and Coordinator for the All-Party Parliamentary Group for International Cooperation**

Ladies and gentlemen,

I want to thank the Scalabrini International Migration Network (SIMN) for the invitation and for having decided to organize this annual event in Italy, discussing our efforts on development and migration issues. It is precisely these efforts, even in the public debate, that I would like to consider in my intervention today.

The Italian public debate is no more edifying than that of other countries. Monsignor Parolin mentioned earlier, in his opening remarks, how effectively there are conflicts that drag down the question of migration, which instead is a question that deeply matters to the future of our societies and the future configuration of our being together. It is a paradigmatic debate of what is happening in many other European countries on a theme that is determining much of the electoral behavior of our citizens as well.

Those who have worked in cooperation and development fields know how much the issue of migration has brought the issue of international cooperation out of a niche for specialists and has brought it back to the mouth of all citizens.

In this context, there have been two different articulations of the public debate:

- a. there is an opportunistic dimension, which is perhaps summarized by a very unpleasant sentence in Italian, which says, “let us help them at home,” and
- b. there is an attempt, which in Italy we have tried to do in recent years, to build a realistic and integrated approach to the theme of migration and development, keeping together these two elements that are not only for professionals, but above all for connected citizens.

In 2014, during the Italian Presidency of the European Council, a meeting between the ministers of International Cooperation on the theme of migration was organized and the Italian contribution was not there. We all knew that migration and development were connected, but it seemed an especially Italian priority. Today, as a consequence of the migratory phenomena that all of Europe is experiencing, that moment of first coordination between the European ministers, holding together the external and internal dimension of the migratory phenomenon, it appears instead as a forward-looking choice.

The political path we have made in recent years is a path that takes place in an Italian context. Our political path, as defined by the African historian who passed away a few weeks ago, Gian Paolo Calchi Novati, is a historical path that has basically buried our colonial legacy. This has meant that, in the country, there is and has been for a long time substantial ignorance, both in the proper sense of non-knowledge and desire of not knowing what was happening outside our borders, and in particular in the countries of the third world, of which historically we have been most closely linked.

This meant a difficulty in the approach, in particular towards the countries of Sub-Saharan Africa. A difficulty that we can no longer afford, because our citizens are basically flooded on television with images of Africans arriving through boats, in particular those arriving alive and, then, there are some who, unfortunately, also arrive dead.

This debate took place in a context in which in Italy, in particular since 2008 but also previously, an idea of trade-off between external projection and what took place in the country was established. As if Italy could not afford, in the years of the crisis, a foreign policy and an expense on the international projection, because we were too absorbed by the internal difficulty. A trade-off that has become brutally evident when discussing the € 35 – that is the expenditure that Italy makes per day to welcome migrants, to place them in first reception facilities.

This is the context in which we have tried to develop a realistic and integrated proposal. I am aware of this context, because this meeting today is a meeting in which good practices are sought, trying to understand how to do it. However, I believe that the context of the public debate is a constraint that we cannot forget when we discuss

good practices.

The Italian realistic proposal starts primarily from the numbers, as Laura Frigenti also mentioned. Numbers are to be considered broadly. In 1985, for example, there were about 60,000 foreigners of non-EU origin in Italy. In 2015, this number increased to 6 million. Therefore, our country has been hit within 30 years by a 100-fold increase in the so-called foreign population, from outside the EU borders. This is a first element that must be taken into account when trying to respond to a profound change in our society. We cannot forget that our citizens have been witnesses and, in some cases, protagonists of a profound change in the demography of our society.

The second numerical element that we must take into account is that the number of people arriving across the sea is a fraction of the number of people who are moving globally. For instance, there are about three million citizens of African origin present in Europe and the only Inter-African migrations in West Africa count more than 18 million African citizens. Therefore, what we live in Europe is a part of what happens in the rest of the world.

Thirdly, looking at numbers of migration is not just about photographing an inevitable phenomenon, but looking for concrete answers to the challenges of the phenomenon. The Italian perspective to the phenomenon has been characterized by an integrated approach, which means that, beyond the efforts we have made to tackle the issues that concern citizens who arrive in Italy, we have in parallel put in place an initiative, which looked in particular at all those phenomena of structural causes of migration. Considering that migration is a global phenomenon, we must face it together with the countries of origin and transit. We cannot imagine international cooperation only as an instrument of solidarity, considering ourselves rich and those who are poorer need our help. Consequently, we allocate a part of our gross domestic product as an instrument for rebalancing global imbalances. We must begin to use the instrument of international cooperation considering the globality of instability and inequality as challenges that we need to resolve together with the countries of origin and with the transit countries.

This was a profound change in the approach of our policies, in which

international cooperation is not only an instrument of foreign policy, but a qualifying part of the method with which our diplomatic structure works in a broad sense. From this approach, there has been a real investment, an increase in resources starting from Africa. In addition, there is a commitment to strengthen the international cooperation at European level. If this is a global phenomenon that a country alone cannot tackle, cooperation in the European level must be strengthened.

Finally, this is the challenge that we have before us in the public debate as political forces and as representatives of citizens: how to make both the theme of international cooperation and this integrated approach on the phenomenon of migration a point that concerns the national interest, which therefore goes beyond partisan interests and becomes a long-term strategy.

Italy has always had difficulty building a foreign policy dimension and vision that was not fragmented and did not change from government to government, in particular on the issues of cooperation, development, and migration, with a long-term perspective. The ability of making decisions and of conducting the public debate must be developed looking at a long-term perspective that is not linked with the change of government.

This is precisely because over the years we have become aware of how these global phenomena must be addressed not only in an emergency, but by trying to look up and set up a series of initiatives that consider both the structural causes and international cooperation. In conclusion, this is the political task that we must carry out together in the coming years with the help of all the political actors and civil society operators who in this sector are committed to respond to the challenges that we are facing.

Thank you.

## **Migration and Development Policies in the European Union**

**Ambassador Jan Tombinski**

**Head of the EU Delegation to the Holy See, Order of Malta and the United Nations in Rome**

Ladies and gentlemen,

I would like to express my gratitude to the organizers of this Forum for giving me the floor to speak on behalf of the European Union.

Europe is a continent that has already experienced migration. However, in the current migration crisis, the European Union is not properly equipped with response mechanisms and therefore usually acts slowly. The European policies are still long-term policies, with lasting effects over time. Our first obligation is to save lives and prevent people from losing their lives. The Mediterranean, unfortunately, in recent years has become a large cemetery. Tens of thousands of people died for various reasons: traffickers, lack of knowledge, because they did not know how difficult it could be to reach Europe.

Many people were forced to leave their country and they took the risk of embarking on a long journey to Europe. There have been many rescue activities, but this cannot be the only response of the European Union, because here it is only a question of saving lives and this operation of saving lives does not mean saving and giving life to people. We must also invest in terms of building reception capacity and working in the countries of origin to prevent these people from falling into the hands of criminals.

Another issue is to contribute to peace. We all agree that the problem of war is a problem that affects us all. For decades, the European Union has engaged in peace operations in the Mediterranean basin. However, this commitment to peace has come from the member countries, and not from the European Union as a single unit. These activities for peace operations must come from the European Union. For example, we talk about the evil in the Horn of Africa and there we must stop criminal elections, because these are the basis of instability and terrorism.

Therefore, investments in governance and economic capacity in the

countries of origin are needed. We must ensure that these countries become capable of managing their political and economic life. We must give the people of these countries a single message: that their future is in their hands. Africa is a huge and diverse continent and we must invest in Africa as long as African countries become autonomous. This should represent the main driving force of the activities of the European Union in Africa.

From this perspective, we must carry out development assistance and try to dismantle the corrupt systems, based on corruption in the countries where we are going to operate. In our approach, first we must create structures and, second, invest in development and cooperation.

This approach is aligned with Trust Fund for Africa, which has a budget of more than 2 billion committed to create, together with local governments and other partners in the region, the possibilities for investment, educational opportunities, job creation and reduction of the negative impact of natural disasters and climate change that are triggering famines and causing forced migration.

After this Emergency Trust Fund for Africa, another tool was conceived, namely the European External Investment Plan. This plan calls for more than 80 billion euros of investments. Therefore, the European Union has allocated these enormous sums not only to assist, but also to invest in infrastructure, access to energy, agricultural development, and food security to prevent forced migration.

In addition, the European Union is establishing global partnerships with other agencies, which act in the food, agricultural, migration and refugee sectors, including the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Program (UNDP), the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (OIM). These partnerships are enabling the European Union to deal with the challenges of migration and development jointly and on a broader horizon.

All these elements show the holistic approach of the European Union on migration, but the results will not logically arrive immediately. These are medium- and long-term investments and,



in this way, we intend to help Africa and the Africans to use the full potential of their continent.

Concluding my presentation, I would like to emphasize the commitment of the European Union to protect human rights as part of this holistic approach. The European Union is committed to be a custodian of the declaration of human rights and the declaration on refugees.

Thank you.

## **Migration and Development: Strengthening International Partnerships**

**Stefano Signore**

**Head of Unit Migration, Employment, Inequalities  
Directorate-General for International Cooperation and  
Development (DEVCO)  
European Commission**

Ladies and gentlemen,

I am very pleased to be here in this forum to share with you some reflections on the relationship between migration and development from the European perspective.

Prior speakers already have said that migration and development is a complex relationship and that the contribution that migration can make to development is largely positive. However, I would like to say that, in the first place, a successful migration path also translates into an element of reduction of inequalities. Not by chance, in the UN 2030 agenda the main objective linked to a secure, orderly and regular migration included in the objective of sustainable development number 10, which is precisely that relating to inequalities.

Nevertheless, the role that migration can play in development is not only positive. There may be and indeed there are cases in which migration is not well managed or not managed at all. It is left in the hands of traffickers, speculators, on the skin of people, and the tragedies that this entails are in front of us.

We know that despite the enormous efforts that have been made to save lives, 2016 ended with a very high figure: 4,500 migrant deaths in the Mediterranean. These numbers we know, but there are numbers that we do not know. They are those in the Sahara Desert, in all areas where migrants pass and often find death. Hence, we need to work together for an orderly, regular, and safe management of migrations.

It is precisely from here that I would like to start by recalling the overall action of the European Union and the Member States. In this context, I would say that this action can be structured in three blocks.

The first block is linked to dialogue and partnership, the second block is related to the new instruments that have been launched, and the third is related to the planning of the future in the 2030 horizon.

1) The discourse of dialogue and partnership is fundamental. Migration is a complex phenomenon that requires interventions both in the countries of origin, transit, and destination. Consequently, we cannot think of dealing effectively, unilaterally or in a way that is imposed on the states with which we enter into partnership.

This is an area in which the European Commission and the European institutions are investing heavily. This partnership is based on the various levels in which it is translated. We are in a particular historical phase in which global governance on migration is making giant strides.

Let us not forget that migration is probably the only global phenomenon that to date has no global governance. There are some pre-definitive and pre-structured forms, but there is no global system for managing migration phenomena.

The Summit in New York in September 2016 and the Declaration that followed was recalled, and now we are witnessing the implementation of consultations by thematic areas with the goal in 2018 of reaching what is called a Global Compact of Migration, and another will be for refugees. But it is an area that already has conventions, rules, and more comprehensive international legal obligations.

Then, there is a continental dialogue in particular, and the dialogue between the European Union and Africa, which will see an important moment in November in Abidjan. There will be the Europe-Africa Summit and migration will certainly be an important topic.

In addition, we have the so-called regional dialogues: The Cartoon process, the Rabat process, the Valletta Summit, which is not a new process, or at least does not intend to constitute a new process. However, it has launched a structured partnership between the European Union and its Member States and 35 African states in North Africa, West Africa, the Sahel, and the Horn of Africa.

We also have bilateral partnerships, the so-called Migration Compact, which we started developing with some important countries of origin

and transit, such as Senegal, Mali, Niger, and Nigeria and Ethiopia.

Therefore, the commitment that is being made at the political and operational levels to advance these dialogues is extremely high. Although this is obviously a long-term goal, we already have a series of positive results.

2) The Emergency Trust Fund for Africa is one of the European instruments linked with development and migration. Before entering into some elements of this trust fund, I would say that development cooperation has always been concerned with migration as an element of investment to deal with so-called root causes. Indeed, migration has its origins in important differentials between countries, between areas of the world, which lead people to seek a better future in other countries. From this point of view, this is a long-term goal.

However, over the past 18 months, it has been realized that a response capacity was needed, more in the short term and urgent response to achieve a series of objectives that traditional development cooperation does not always allow us to obtain: in terms of speed, flexibility, even focus on specific geographical areas, borders, or particular concentration of origin of migrants, as well as the possibility of coordinating European intervention more effectively with the intervention of the Member States. For this reason, the Emergency Trust Fund for Africa was established by the European Union allowing us to mobilize important resources with a very innovative coordination with the European Member States and specific African countries.

The European Union External Investment Plan is another major effort to mobilize private and public resources to support investments, as well as a consequence of a renewed focus on job creation in Africa and in neighboring countries. The main element of this plan, apart from the mobilization of additional resources through the various lines of the European budget, is the establishment of a guarantee that should allow to sustain losses against the financial operations to which we operate the support. This is a truly innovative element that should allow us to promote investments even in those areas of Africa where investment is scarce today. In other words, in the areas of Africa where the economy is developing strongly, for example in Kenya, Nigeria or Ethiopia, investors often already have enough incentives to go and invest.

However, this does not happen in other more fragile countries, or in any case where the risks for investors are greater. Through the establishment of this guarantee, we hope that the conditions are propitious for greater investments. The areas in which we expect jobs to be created in Africa, from agribusiness to digitalization, work on value chains, support for micro-entrepreneurship and renewable sources.

A third element that is part of this new toolbox is the so-called Midterm Evaluation of the Operational Program for the European Union Funds' Investments in 2014-2020, which has just been launched. We have important funds for Sub-Saharan Africa and with respect to the new emerging priorities – including migration – we intended to start a review to see if the programs currently in force, those that were approved in the 2014-2015 period, are still valid and if necessary adapt them to the new requirements.

3) The planning of the future in the 2030 horizon is linked with the UN 2030 agenda. From this perspective, the European Union has proposed a revision of the so-called development consensus that dates back to the 2005-2006 period and that should guide the choices concerning the development policy in the 2030 horizon.

The proposal of the commission and the High Representative Mogherini on the European Consensus on Development was signed in November last year, and the discussions are currently in the parliament of the council to come to a final decision that should intervene within the six-month horizon of the Maltese Presidency.

In this area, there is an important priority assigned to migration and the same can also be said of the new proposal for the so-called post-2020 on relations between the European Union and the countries of Africa, the Caribbean, and the Pacific.

To conclude, I would like to return to the idea of partnership with which I opened my intervention, also to emphasize the importance of an agenda that is shared and balanced. In the experience we have had so far, if we want to be credible in our dialogues to strengthen migration management, we must be ready to discuss all the elements that are important in the field of migration management: legal migration, the fight against irregular immigration, trafficking and

trafficking in human beings, asylum, protection, more traditional development themes and migration, such as the role of diasporas, the transfer of funds, but also the rights of migrants, in particular those who are vulnerable. If we can build a framework in which all these different issues are dealt with and somehow the compositions of different interests between countries of origin, transit, and destination find their own balance, this can actually lead to more advanced forms of migration management which are often lacking today. We must remember that if migration is and must remain an individual choice, a choice of the person, the management of migration as a collective phenomenon must be a shared management, a management linked to the principles of shared responsibility and partnership.

Thank you.

## **EIGHTH PART**

### **POSITIVE IMPACT OF MIGRANTS ON DEVELOPMENT**

#### **Opening Remarks: The Positive Impact of Migrants on Development**

**Rosario Marin**

**Former Treasurer of the United States of America**

Ladies and gentlemen,

First of all, I want to thank the Scalabrini International Migration Network for giving me the opportunity to share my personal experience on the positive impact of migrants on development. It is a privilege and honor for me to speak to you today. I came as someone who was truly blessed. In fact, I come from a land of migrants. I am among those who, in accordance with the four verbs proposed by Pope Francis in the opening session of this Forum, have been welcomed, protected, promoted, and integrated into another land.

I must tell you what is currently happening in my country. It gives me great pain, because fear seems to prevail over hope, and distrust seems to prevail over acceptance. However, now we must make up. We must prepare ourselves for a past that I thought was dead and yet is still alive today. In fact, many like me are now looking to the past and my parents are lost, knowing that they could no longer cope with the education of five children in Mexico, so they sought a better life then. My father left Mexico first, and then my mother, my sisters and myself. We followed my father after two years. We were lucky from the legal point of view, from everyone and all the points of view. But at present the life of migrants is not easy; there are no friends, no relatives, no money.

My younger sister was born immediately after our emigration to the United States. I understand the wounds the emigrants' worries, because I have lived through this experience, but I also take care of the hope that the tenacity and the desire to succeed can help overcome this situation. I believe that giving an opportunity can fall back 100

mistakes of the past and, for this reason, I must say that when I arrived I had to pass a text in English. I did not know English, but I tried to learn immediately, then, after a few years, I earned my high school diploma and immediately started working to help my family. I started working with my college and later I started teaching at the university. I have to say that I did not have a loan from the bank to support my studies, so my father had to pay for my studies. When I graduated, I worked hard and paid for my studies alone.

When I had my first child, Erick, he was born with Down syndrome and the fear that came with that diagnosis was unsustainable. My son was exposed to death for five years, then after I lost another child, another pregnancy went wrong, and this is the way my life really was.

I was very ill, and I tried to find my hope. I spent some long sleepless nights and then I started to fight for the people who had visibility, especially for migrants, when I became responsible for signing every banknote of the most powerful country in the world, as a Treasurer of the United States.

My story is similar to that of many other migrants. My story is like that of many other immigrants and has had to overcome so many setbacks, and, like me, millions of people have had the chance to find a new home and have been successful. I am talking about people who have become McDonald's in many companies. They are people who placed themselves in the international market and people who have also created important companies.

These are people who are on the lucky list in Silicon Valley. Studies show that 52 percent of the startups were created by immigrants and, among the most important companies in California, including Google, were founded by immigrants. From 2007 to 2011, immigrants in California have created 45 percent of all new companies. When we talk about the Nobel Prize in 2016, all the six Nobel Prize winners were immigrants. In addition, since 2000, immigrants have represented 40 percent of all Nobel Prizes won in the United States in physical chemistry and biochemistry.

In fact, the decorations given by the American government have been given above all to the immigrants who have distinguished themselves



in their commitment, in their struggle. Carried out by the United States from the civil war to hundreds of people born out of the United States won the medal of honor. Currently, six members of important US government institutions. In the fields of sports, music, arts and many other fields, the United States has really benefited very much from the contribution given by immigrants.

I am very grateful for all that the United States has given me, and I want the same opportunities I have to be available to those who come after me. I will work every day of my life to contribute that prejudice and racism are eliminated. I know that I am not alone. The majority of Americans are good and generous people. United States is my home and I want to protect the United States from the adverse forces that have now taken over. We must use this fear to change that. We must not allow fear to define this nation, we must be vigilant, and we must protect our nation.

But we cannot lose our soul in this process. We must not let communities be abandoned in the name of security. We must make them feel that we are defenders of human rights. We must find a balance between protection and security, but also the protection of every single human being who has arrived in the United States in search of new opportunities and we cannot deny them this right.

In the United States, immigrants continue to be stars that shine on the hill! To conclude I would like to paraphrase the words of a song that I love: "I, the Lord of sea and sky. I have heard my people cry. All who dwell in dark and sin, my hand will save. I, who made the stars of night. I will make their darkness bright. Who will bear my light to them? Whom shall I send? Here I am, Lord. Is it I, Lord? I have heard you calling in the night. I will go, Lord, if you lead me. I will hold your people in my heart."

Thank you!

## **Migration and Co-Development: The Role of Diaspora Organizations in Development**

**Dagmar Schineanu**

**Senior Economist**

**Former Adviser for Italian Development Cooperation on Migration & Development**

Ladies and gentlemen,

Migration is recognized as a multidimensional reality of major relevance for the development of origin, transit, and destination countries and a cross-cutting phenomenon that should be addressed in a coherent, comprehensive and balanced way, integrating social, economic and environmental dimensions and respecting human rights. In the framework of the Sustainable Development Goals (SDGs) envisaged in Agenda 2030, it is clearly focused on the need of a “governance” of migration flows, by the target 10.7: “Facilitate orderly, safe and responsible migration and mobility of people, including through implementation of planned and well managed migration policies.” This target aims to identify the governance mechanisms, to optimize the various stages of migration, as well as to share responsibility and development between all the actors involved (countries of origin, transit, destination, national and international organizations, bodies, institutions, diasporas, civil society, etc.).

In this context, based on my long experience as development cooperation economist and advisor on migration and development, I would like briefly to highlight the institutional framework to engage with diaspora, as well as some relevant joint actions and opportunities offered by multilateral cooperation, in order to enhance and optimize the benefits of the migration linked to the development: co-development strategy.

1. **Co-development strategy.** Co-development refers to involving and supporting migrants for development initiatives in their countries of origin, and aims at enhancing the skills, the resources, the mobility of migrants in a dynamic process, centered on the value of the person and on the network of migrant relations in communities of origin. The target is to offer to families and

communities of origin new opportunities and to establish flexible cooperation schemes related to regional characteristics and local needs, through the development of private sector, training and empowerment programs, aimed at encouraging cross-border investments also using migrant remittances.<sup>18</sup> The initiatives of migrants and diaspora's associations, at local levels, are particularly appropriate and relevant since the strong personal interest in local development are based on traditional values related to the communities and affective values for the local context. Italian Cooperation has supported successful initiatives and activities focused on co-development strategy, enhancing migrant's entrepreneurship, implemented with the contribution of the Italian local authorities, such as municipalities, provinces, and regional administrations, the so-called "decentralized cooperation." This strategy has been implemented through MIDA programs (Migration and Development in Africa)<sup>19</sup> in Ghana, Senegal, Somalia, MIDAW with a special target for women and MIDLA (Migration for Development in Latin America).

2. **Consolidation of co-development strategy.** The consolidation of co-development strategy is a crucial aspect for countries of origin and requires the integration of "migration" into development policies at all levels: social, economic, employment, commercial, cultural, etc. Currently, the use of platforms and/or transnational networks as a means of sharing "best practices" facilitates communication and opportunities to improve dialogues and cooperation for the establishment of agreements and partnerships between the governments of countries of origin, transit and destination, with the involvement of diaspora, civil society, private sector, etc.

<sup>18</sup> According IFAD (International Fund for Agricultural Development) estimations, 250 million migrants sent around US\$ 450 billion in remittances to developing countries in 2015, 40 percent of which went to rural areas. This amount is equivalent to around three times official development assistance (ODA) and exceeds foreign direct investment (FDI) inflows in most developing countries.

<sup>19</sup> Since 2003 MIDA (Migration and Development in Africa) strategy has been tested by the Italian Development Cooperation (DGCS) - Ministry of Foreign Affairs, through the programs launched by the IOM (International Organization for Migration).

### 3. **Strategic planning for co-development: a process approach.**

Based on experiences gained on development cooperation, we have evidence of how vital it is to proceed with a “process approach” and not with a “project approach,” in order to achieve a sustained and coordinated development between all stakeholders: governmental institutions, non-governmental, private sector, diaspora and civil society in the countries of origin. Considering the fact that diaspora engagement involves a variety of governmental institutions and departments as well as other key stakeholders, it is very important to ensure inter-institutional coordination for the development of effective policies. Meanwhile, the process approach has been proven to be particularly useful for the elaboration of a National Policy on Migration,<sup>20</sup> as the consensus-based process benefitted from inputs at various levels (governmental and non-governmental). At the same time, the “process approach” needs a continuity that can only be achieved through a financial support from the country of origin, in order to plan a balanced and sustainable development policy.

4. **A.MI.CO. (Associations of Migrants for Co-development).** Building on the IOM MIDA strategy and experience in the field of migration and development, the A.MI.CO. aims at *empowering Migrants’ Associations for Co-Development*. Training courses of this initiative aim at strengthening the capacity of migrant Associations in Italy to plan and implement transnational economic and social projects. Since 2011, the Italian Cooperation has supported various editions of the training courses in different regions of Italy (e.g. center-Rome, north-Milan, south-Naples, Catania, and Bari). Recently, in order to continue supporting migrant entrepreneurs’ activities in Africa, the program MIGRAVENTURE has been launched with the aim to identify and select feasible and sustainable business ideas, promoted by migrant entrepreneurs in Italy, to be implemented in countries of origin, by facilitating access to coaching and to risk capital.

<sup>20</sup> Mali - Cooperating and Communicating with Diaspora Communities.

**5. Intergovernmental regional migration dialogues:<sup>21</sup> South-South Cooperation and Triangular Cooperation.** Since the late 1990s, intergovernmental regional migration dialogues and regional consultative processes have been established to foster multilateral cooperation, inter-regional approaches, discussions on migration governance, and support the creation and/or further development of comprehensive diaspora policies. Migration dialogues continue to represent the fundamental basis for collaborative action on regional level. Effectively managed dialogues enable all stakeholders to better understand the migration dynamics in the region and to jointly determine priorities for action as well as oversee their effective implementation. Through specific programs,<sup>22</sup> operational mechanisms have been designed and implemented to promote South-South cooperation and “triangular” cooperation, in order to develop a long-term technical partnership process with government agencies/local authorities involved in diaspora policy. Peer-to-peer exchange has been a successful tool in strengthening diaspora engagement policies. In particular, to enhance the institutional capacities of national authorities charged with migration and development to better harness the contributions of their diaspora communities.

**6. Y-MED (Youth - Migration, Enterprise, Development).** The main structural causes of the current increase in migratory flows from North and Sub-Saharan Africa are due to the economic crisis, the demographic dynamism, and the deterioration in employment opportunities. More than half of the population of North African Countries is under 24 years of age. According the need to promote youth employment and prevent irregular

<sup>21</sup> Rabat Process (Euro-African Intergovernmental Dialogue on Migration and Development), MTM (Mediterranean Transit Migration Dialogue), MME (The Africa-EU Migration, Mobility and Employment Partnership), EUROMED Migration IV, CSM (South American Conference on Migration), CRM (Regional Conference on Migration of Central American and North American Countries), among others.

<sup>22</sup> “Linking Emigrant Communities for More Development - Inventory of Institutional Capacities and Practices” and AMEDIP (Strengthening African and Middle Eastern Diaspora Policy through South-South Exchange), programs implemented by IOM and ICMPD and funded by Italian Development Cooperation (Ministry of Foreign Affairs-DGCS).

youth migration, the opportunity to promote migration and development, linked to apprenticeships schemes as circular mobility tool, could indeed provide support to the strengthening and consolidation of skills and to the human resource development in the labor markets of the countries of origin and the creation of youth innovative enterprises (start-ups).

The project Y-MED will pilot an action aimed at supporting the long-term employability of Moroccan youth, with special focus on territories characterized by high emigration rates and risk of irregular migration as well as religious radicalization.<sup>23</sup> The objectives of the program are: a) contribute to qualify young workers; b) promote circular mobility and labor qualification as tools to strengthen skills and support the local socio-economic development in the countries of origin; c) promote the circular mobility and qualification of foreign manpower employed by Italian companies either in Italy or abroad. Italian companies based/present in Morocco will be selected for hosting an apprenticeship program for Moroccan youngsters. The apprenticeship program should simultaneously allow the company(ies) to address some of the identified needs, and enhance youngsters' skills in a particular technical area, and thus their future employability. The target of Y-MED is to promote circular migration and opportunity, to link circular mobility with apprenticeship schemes, to strengthen and to spur the creation of youth innovative enterprises in North Africa. The participation of members of the Moroccan diaspora in Italy or elsewhere might be an important "liaison" between cultures and traditions of both countries, for the benefits of all.

Thank you!

<sup>23</sup> Y-MED launched by Italian Cooperation with IOM, will be the follow-up of SA-LEMM (Solidarité avec les enfants du Magreb et Mashrek), a successful project of the Italian Cooperation aimed at preventing irregular youth migration through education, training, social inclusion opportunities, and a transnational approach between countries of origin and destination.

## **Positive Impact of Migrants on Development: Innovative Private-Public Practices and Lessons Learned for the Future**

**Gibril Faal**

**Director of GK Partners and African Foundation for Development (AFFORD)**

Thank you to the organizers of this Forum for the invitation! Before giving you specific examples of what we do with remittances, I would like to summon those who work for international development and migration with two elements that can make us understand the origin the majority of our frustrations: lack of coherence and policies that can be reversed.

I come from a very difficult context. I have been working for development for years, since 1994, and have often been confronted with frustrating policies. In fact, operating standards often turned out to be invalid. If we consider the positive contribution of diasporas on development, we must see how cooperation is truly effective.

To be effective, we must not become victims of coherence and perhaps we must also be the beneficiaries of the policies, but not victims. And how is this possible? First, we must take the initiative on the basis of programs. Second, we need to devise new forms of advocacy – practices that can act at the political level – and therefore we must build on these advocacy and good practice activities. Third, focus on solutions rather than problems.

Sometimes, from a rhetorical perspective, problems can provoke us and we can feel stimulated by problems. However, we must always remember that we are looking for solutions and not problems. Therefore, we must not be victims of coherent policies; we must be the beneficiaries.

Regarding standards, even small organizations can overturn policies. Policies can sometimes be ineffective, and this is an important aspect that we must take into account.

We are here in Italy and I want to remind you of the famous novel “Il Gattopardo,” which ends by saying that everything changes, but everything remains the same. And perhaps this maxim of the Leopard

is still true; that is, very often the policies change, but everything remains the same.

So how can we really bring about change? We must create multiple alliances; we must be innovative and be kind towards those who attack us instead. Therefore, based on operational standards, we need to devise effective strategies that can make us effective in our work. For years I am suggesting that we must carry out activities of the faithful, of the devotee, and then go ahead with great devotion. In terms of policy areas, the political framework exists, but what we need to do instead is to put these policies into practice, move from politics to best practices and move on to the devotee's hyperactivity. What does it mean? Those who believe in actions rather than reactions must become hyperactive and truly establish reality at the local level. Therefore, instead of feeling frustrated, we must think that everything can change.

I would like to clarify this concept of the devotee's hyperactivity. In our commitments on migration and development, we can spend 20 percent of our time discussing the issue and 80 percent must be represented by the activities. Similarly, with regard to policies, 20 percent of policies must be policies aimed at plurality of views, but the remaining 80 percent of the policies must be concentrated in practical solutions. It would be something very spectacular to reach 80 percent of practice and 20 percent of politics, 80 percent of actions and 20 percent of reaction. This is what I mean by hyperactivity of the devotee. As I said, we have an existing political framework and dialogue is also carried out at different levels. Personally, for example, I took part in the negotiations for the Global Compacts and I also spoke at the last General Assembly of the United Nations, and one of the lines that I wanted to develop is that currently our policies are underperformed and below the their possibility of realization. There are the principles, but we must make sure that this Global Compact does not remain in the air but is translated into practice.

From this perspective, is it right to have this hyperactivity of the devotee? I say yes, because the political framework exists. I was among the pioneers who supported the link between the diaspora and development. In the 2000s, when we started promoting development days, as a result of the diaspora initiatives, we were considered



visionaries. But then in 2003, we started developing practical development tools and considering how remittances from abroad could have a positive impact in development programs. Then, in 2005, at the United Nations, for the first time, we talked about the “Youth Voucher,” related to the role of young people as factor of development. Since then, we have been talking about how much it is not necessary to give economic support, but how important it is to bring development and support development in the countries. For example, in Sierra Leone, there were some examples where this was done and we created legal initiatives related to the diaspora.

In 2006, when we started working with African football players, who are logically the richest in the African diaspora, we tried to see how to develop work in Africa and we have recently developed the concept that these remittances can be used for socially responsible companies.

I would like to share with you two examples of diaspora-development projects. First, we are working on a plan for competition that has started from Europe, but which has been developed in five African countries, providing grants to companies and tracking the number of jobs they are creating. For now, we have invested 50 million euros and this money has not been given in the form of a loan but of investments, and investments that represent real support for businesses both in Africa and in Europe, because the profile of these companies is very high. We started with grants of € 25,000 and € 30,000, and the first people we have convinced to invest in this program have seen this project.

Second, we are working in a program to reduce the cost of remittances. Our goal is to have commissions of one percent for 2020 and, for some areas, if we could get three percent by 2020 it would be a good result. Through this reduction, many African countries will be able to achieve good results, because the money can be reinvested. Obviously, legislation and regulations are very important, but in addition to remittances we need to consider technological development, the export of technology to ensure that there is real development.

Thank you.

## **Positive Impact of Migrants on Development: The Role of Remittances**

**Mauro Martini**

**Migration, Remittances and Development Officer**

**United Nations International Fund for Agricultural Development (IFAD)**

Ladies and gentlemen,

The United Nations International Fund for Agricultural Development (IFAD) has been investing in rural populations for 40 years by financing rural development and entrepreneurship programs in order to improve their food security and economic conditions. In this context, since 2006 IFAD has also begun to deal with remittances and investment of migrants through its Remittance Fund (FFR). This Fund finances innovative projects that promote the contribution of migrants to the development of their countries of origin, aiming to reduce the costs of remittances, improving access to the most remote areas, and stimulating the investments of migrants and their families in rural areas.

If you ask a migrant why he/she left his country, he or she will probably give you a double answer. The first is because he/she is looking for new opportunities. Those opportunities that his/her country does not know or has not been able to give him/her, for various reasons, from poverty to lack of work just to mention a few. The second answer will be to financially help and give his/her family members who stay at home opportunities. Remittances can therefore be seen just as the financial instrument of this emotional bond, representing that gesture of love of the immigrant towards his/her family that remained in the country of origin.

According to recent estimates by the World Bank, in 2015 the total of remittances sent, only in developing countries, is a huge figure: 432 billion dollars. This figure is even more impressive if you consider that it equates to three times the official development aid (ODA), which remains stable over the years around \$130 billion a year. Of the total remittances, approximately \$63 billion was sent to Latin America in 2015; the same figure has reached Africa. The bulk of the slice, more than \$250 billion, was sent by migrants to their family members in Asia.

Another significant figure for us, as an international organization that works in particular in rural areas, is as follows: approximately 40 percent of these funds are sent to family members residing in the most remote areas of developing countries. We are talking about very large figures: almost 200 billion dollars a year.

But the most important sum to consider, on which all those working in the field of remittances of migration to development should focus, is a much smaller, but equally significant figure. This is the \$200 average of a financial transfer that migrants, between 10 and 12 times a year, send to their family members in the country of origin. This sum, which may seem marginal, can also represent up to 30 percent of what a migrant manages to earn over the month. And it is precisely on these small financial transfers that we must intervene, promoting mechanisms that allow, on the one hand, the entire sum to arrive at the destination, and on the other that this sum becomes a real opportunity for economic development and financial independence for those who receive it.

The total of remittances sent to developing countries grows year by year, not only because data collection has improved but also because the flow of remittances is moving from informal to formal channels, and therefore traceable.

In preparation for this conference, I had fun calculating some simple estimates of the amount of remittances sent to the world in a certain amount of time. For example, during the ten minutes of my speech, the remittances that reached the families of migrants in their countries of origin are well 8 million dollars. Over the two days of this conference, this sum rises to more than \$2 billion.

Now, all this clearly comes at a cost. According to estimates by the World Bank (2016), which has a mandate from the G20 to monitor the cost of remittances, at the moment the transfer costs or remittances are approximately 7.6 percent. There has been a slight reduction in costs in recent years, however we are still very far from the target set by the international community last year through the “Sustainable Development Goals” (SDGs) to reduce the cost of remittances by 2030 to a maximum of three percent.

Although the world average is around 7.6 percent in 2016, in Sub-

Saharan Africa the costs are still much higher, and close to 10 percent, with some internal corridors between the countries of southern Africa, in which the cost for sending remittances is even close to 20 percent. This is the case, for example, of remittances that are sent from South Africa to Botswana, Nigeria, or Uganda. Out of a sum of \$100 dollars sent, approximately \$18 is retained along the “trip” by commissions, currency exchange fees, and other additional fees.

At global level, there is a fairly shared consensus among the various entities that work in the field of remittances on the need not only to reduce the costs of remittances but also i) make their transfer more immediate; ii) that it can reach even the most remote areas of developing countries and iii) that it has a stronger impact on the economic and social development of the countries of origin of migrants.

Many governments are committed to creating a financial environment that allows for the widest participation of all actors involved in the remittance market, including banks, credit institutions, post offices, micro-credit organizations, money transfer operators, telephone companies, among others, in order to promote healthy and transparent competition, which should help reduce costs.

The use of new technologies in this area is a key aspect. In recent years we have seen the presence of new players – telephone operators, for example – grow exponentially in the remittance market, providing immediate and widespread access to most of the territory. The use of online accounts and tools, credit cards, and a growing synergy and complementarity between the different channels also creates new opportunities in the sector that benefit both those who send remittances and those who receive them.

However, it is important to emphasize the topic of the use of remittances as a lever to achieve widespread and substantial financial inclusion. In fact, this is in my view the real added value of remittances and their most important contribution to development, which, if stimulated and supported, can have a huge impact on the resilience and financial independence of hundreds of millions of families who regularly receive remittances from part of their family members abroad. The development of new financial products designed around the needs of those who receive remittances allows in fact to broaden the range

of financial possibilities of the recipient, initially supporting savings plans, until gradually reaching more sophisticated products, such as access to credit, or insurance, or investment plans. By linking these financial instruments to remittances and, at the same time, improving the financial awareness of those who receive them, it allows people to think for longer times, to improve their ability to respond to the lack of financial resources, and to take full advantage of this flow of money that regularly comes, sent with great sacrifices by their family member abroad.

At IFAD we are convinced of the importance of ensuring access to remittances wherever they are. In Africa, for example, banks are mainly concentrated in urban areas and their presence in rural areas is rather limited, around 20 percent. In the case of post offices, these percentages are reversed, with a massive capillarity in rural areas close to 80 percent and a presence in urban areas of 20 percent. For this reason, we are working with post offices in Africa, through a collaboration with the European Union and with other partners such as the World Bank and the World Postal Union (UPU), in order to guarantee access to remittances directly in the nearest post office. Receiving remittances to post offices also allows people to promote the financial inclusion of those who live in rural areas, encouraging their use linked to other financial instruments, such as savings plans and access to credit.

IFAD's second area of intervention on remittances is the direct involvement of diasporas, with the creation of innovative financial instruments that allow immigrants living in countries like Italy to invest in economic development in their countries of origin, financially supporting entrepreneurs or small businesses, particularly in the agri-food sector, and obtaining a return on their investments. We are promoting this program in the Philippines, for example, with a project that also involves the Filipino community in Italy, and in Somalia, where thanks to the investment of the global Somali diaspora we are supporting various small- and medium-scale agricultural entrepreneurship projects.

Thank you!

## NINTH PART

### POLICY RECOMMENDATIONS AND SUGGESTIONS ON INTEGRATION

**Decentralized integration is one of the most effective potential solutions for a better integration of migrants and refugees in Europe and other countries. Italy and Germany, for example, have been developing various practices in this direction.**

Based on the analysis of four Italian practices and four German ones, we identified four criteria to ensure success for a fairer and effective integration policy: 1) Housing; 2) Learning language; 3) Formation and training for job placement; 4) Socio and cultural integration in the local community.

These four criteria proved to be crucial, even if they are still presenting some challenges. From this perspective, we suggest European governments to continue to support and incentivize decentralized integration programs in the following four areas:

#### 1. Housing

**1.1. Ensure that immigrants and refugees have access to homeownership.** Immigrants and refugees often must rent apartments, which can be cost-prohibitive, and thus live in overcrowded and dilapidated housing with two or more families sharing small spaces. Programs in all EU countries that incentivize homeownership among immigrants should be started, including more availability to credit and more generous terms.

**1.2. Ensure that immigrants and refugees have access to public housing and housing subsidies.** Immigrants and refugees can spend a large portion of their earnings on housing, as 30 percent of non-EU citizens spend 40 percent on housing. Immigrants and refugees with legal status should be eligible for assistance based on income, which would allow them to work their way out of poverty.

**1.3. Housing discrimination laws should be strengthened and enforced.** Immigrants, especially from Africa, can experience discrimination in obtaining housing in EU countries. Anti-discrimination laws should be enforced in these cases.

## **2. Learning/language**

**2.1. Non-EU children should be provided access to language training within the public school system.** Children must be provided avenues to learn their new country's language, which is key to their successful integration into a new culture and society. Language classes focused on the native language should be integrated into the regular school day. After school programs also should be made available.

**2.2. Churches, faith-based organizations, and community organizations should be encouraged to provide language classes for newly arrived immigrants.** Immigrants and refugees who do not attend school on a regular basis must have access to language training. Community classes, based in a church or other community organization, should be increased.

**2.3. Businesses that hire immigrants should receive incentives to provide language training to their employees.** Businesses that rely upon immigrants should either pay for or provide language instruction, with government help if necessary. Such efforts invest in their workers and create a more skilled workforce able to navigate the economic sector of a country.

## **3. Formation and training for job placement**

**3.1. Job and vocational training programs should be offered to newly arrived immigrants and refugees.** Newly arrived immigrants are eager to work and to support their families, but often lack the skills necessary to earn sufficient wages. Skills-based training is a good investment, as it gives people a trade and livelihood and allows them to start businesses. Such training programs should be offered by businesses and by governments.

**3.2. Job banks should be utilized to match workers with jobs.** With the advent of the technological age, it is easier to match workers with openings. Job banks should be expanded, but should require that

employers are registered and provide certain wages, benefits, and appropriate working conditions.

**3.3. Low rate loans should be provided for immigrants to start businesses.** Immigrants are hard-working and entrepreneurs who can begin new businesses with a little help. Governments should provide low rate assistance to immigrants and refugees with new and innovative ideas. As a result, these newcomers can hire workers and create a stronger economy.

#### **4. Socio and cultural integration into the community**

**4.1. Cultural orientation programs should be offered in local communities, with the involvement of churches, nonprofit groups, and business.** Often, newly-arrived immigrants are unaware of local customs, laws, and practices, which can make it harder to fully integrate. Cultural orientation programs which explain the history, traditions, and local customs would enable them to better conform to certain practices.

**4.2. Legal organizations should provide “Know-Your-Rights” presentations to newly arrived immigrants and refugees.** Briefings by immigration attorneys on a particular nation’s immigration system are beneficial for new immigrants, as they can become aware of their rights in the system, but also in their responsibilities. This, in turn, makes the judicial system more efficient and more just. Programs to provide legal representation to immigrants and refugees should be encouraged.

**4.3. Citizenship classes are vital.** The ultimate indicator of integration is an immigrant becoming a citizen of his or her new nation. Citizenship classes that provide civic and history training would allow immigrants to obtain citizenship and be able to assert their full rights in society.



## **POLICY RECOMMENDATIONS AND SUGGESTIONS ON DEVELOPMENT**

Firstly, we have to bear in mind that, as reflected in the United Nations New York Declaration, adopted in October 2013, governments agreed to address the root causes of migration, including “poverty, instability, marginalization and exclusion and the lack of development and economic opportunities, with particular reference to the most vulnerable populations.” To do so, they decided that they will work with countries of origin to strengthen their capacities (op 12).

In light of these goals and the urgency to maintain multilateralism as the required approach to face international migration challenges, and in light also of the need to explore solid alternatives to the current economic model to generate development in the short, medium and long terms, we list the following suggestions and recommendations for the European countries, especially the governments of Germany and Italy, that might have positive impacts in the countries of origin:

- 1. To exercise a committed guidance within the European Union in the negotiation process of the 2018 International Migration and Development Conference**, in order to achieve commitments, based on the principle of shared responsibility, which can foster development in origin countries.
- 2. To fully allocate the committed Official Development Assistance (ODA) funds.**
- 3. To allocate ODA funds for capacity-building purposes in countries of origin for:**
  - a. The creation of high-level institutional bodies to deal with migratory issues to systematize different services for migrants abroad and foster interconnection with diasporas by including due consultation in the design and implementation of policies and programs, as it is done in countries such as Morocco, Egypt or Mexico.
  - b. To build consular capacities in host countries in order to provide protection services, identification documents, and cooperation with local authorities for implementing

integration programs. Financial education and health information services can be also provided by consulates, as is the case in Mexico.

**4. To foster co-development projects in different modalities, such as:**

- a. Engagement with diasporas to fund development projects, with due participation of migrants in their design and implementation, at different levels of government (local, state and national), as different good practices show in Africa and Latin America.
- b. Creating economic opportunities, capacity-building, and transfer of knowledge to facilitate circular migration.
- c. To implement policies to provide investment incentives for diaspora to help boost the national economy, as many cases of best-practice exemplify.
- d. Engagement with governments, diasporas, and communities of origin to promote exports, such as access to markets in developed countries.
- e. Establishing multi-stakeholder initiatives to fund development programs with a strong participation of the private sector, especially of socially-oriented enterprises, such as *Mondragón*.
- f. To promote start-ups for returned migrants.

**5. Funding of migrant organizations in the diaspora,** as the Center for International Migration and Development does in Germany.

**6. Capacity-building and orientation before departure in origin countries,** as different governments do, such as the Philippines.

**7. Accountability and transparency of Official Development Assistance (ODA).** In order to maximize the benefits of ODA, it is indispensable to implement monitoring mechanisms on how these funds are spent. Civil society participation in this task is fundamental to achieve the necessary goals in this task.

## **APPENDIX**

### **PROGRAM OF THE VI INTERNATIONAL FORUM ON MIGRATION AND PEACE**

*Rome, Italy- February 21-22, 2017*

#### **Day 1: February 21 – Handling the Current Migration Crisis**

**Audience with Pope Francis — Aula Clementina**

##### **8:30 – 9:50 Accreditation**

- **10:30-10:34 Introduction and Opening Remarks**

**H.E. Silvano Tomasi CS**, Dicastery for Promoting Integral Human Development

##### **10:30-11:45 Testimony of Migrants and Refugees**

Testimony of Migrant Family with Children Escaping from Eritrea

Testimony of Peruvian Migrant in Santiago of Chile

Testimony of Italian-Portuguese Family in Toronto, Canada

**Intervention of Dr. Hans-Gert Pöttering**, President of Konrad-Adenauer-Stiftung

##### **10:43 -11:30 His Holiness Pope Francis**

##### **11:30 -11:45 Blessing and Group Picture**

##### **11:45 - 13:00**

Lunch in the Vatican

##### **12:30-13:30 Accreditation – Aula dei Gruppi Parlamentari, Camera dei Deputati**

##### **13:30 - 14:30 Welcoming and Opening Remarks**

- **H.E. Silvano Tomasi CS**, Dicastery for Promoting Integral Human Development

- **Mr. Mario Giro**, Vice Minister of Foreign Affairs and International Development of Italy

- **Dr. Hans-Gert Pöttering**, President of Konrad-Adenauer-Stiftung
- **Fr. Sandro Gazzola CS**, General Superior of the Missionaries of Saint Charles Borromeo, Scalabrinians

*Moderator: Fr. Leonir Chiarello CS, Executive Director, SIMN*

#### **14:30- 15:30 Migration Crisis: The Situation**

- **Mr. Alexander Betts**, Professor of Forced Migration and International Affairs and Director of the Refugee Studies Centre at the University of Oxford: Global Refugee Situation
- **Mr. Kevin Appleby**, Director of International Policies, Scalabrini International Migration Network (SIMN) and Center for Migration Studies of New York (CMS)
- **Ms. Paola Barretta**, Senior Researcher for the Osservatorio di Pavia

*Moderator: Mr. Donald Kerwin, Executive Director of the Center for Migration Studies of New York (CMS)*

#### **15:30- 17:00 Promoting Better Integration Programs as a Common Responsibility: The Role of Governments, International Organizations and Civil Society Organizations**

- **Mr. Domenico Manzione**, State Secretary, Ministry of the Interior of Italy
- **Mr. Hans-Georg Engelke**, State Secretary at the Federal Ministry of the Interior of Germany
- **Ms. Sarita Bhatla**, Director General for Immigration, Refugees and Citizenship of Canada
- **Ms. Manuela Tomei**, Director of the Working Conditions and Equality Department, International Labour Organisation
- **Mr. Luigi Maria Vignali**, Principal Director for Migration Policies, Italian Ministry of Foreign Affairs

**17:00 - 18:00 Concrete Solutions – “Decentralized Integration”:  
An Example for a Better Integration Practice in Europe?**

- **Mr. Benedict Goebel**, Coordinator for Integration Policies, Konrad-Adenauer-Stiftung
- **Mr. Oliviero Forti**, Director of the Immigration Division, Caritas Italy
- **Emanuele Selleri**, Executive Director Casa Scalabrini 634
- **Mr. Matteo Biffoni**, Mayor of Prato and ANCI delegate for Migration Policies
- **Fr. Mussie Zerai**, Co-founder of The Agency for Cooperation and Development (AHCS)

*Moderator: Ms. Marta Guglielmetti, Global Advisor, Scalabrini International Migration Network (SIMN)*

**18:00 - 18:45 Concrete Solutions: Resettlement Policies and Humanitarian Corridors. Lessons Learned and Next Steps**

- **Ms. Daniela Pompei**, Responsible for the service to the immigrants of Community of Sant'Egidio
- **Mr. Paulo Sergio de Almeida**, Director of the National Council of Immigration of Brazil
- **Fr. Florenzo Rigoni CS**, Director of Scalabrinian *Casa del Migrante* Network

*Moderator: Victor Genina, Senior Researcher and Former Advisor for Migration Issues to the Ministry of Foreign Affairs of Mexico*

**Day 2: February 22****Migration and Development: Fostering Innovative Partnerships**

**8:30 - 9:00 Accreditation - Aula dei Gruppi Parlamentari,  
Camera dei Deputati**

**9:00 - 10:00 Welcoming and Opening Remarks**

- **H.E. Cardinal Pietro Parolin**, Secretary of State of the Holy See: Migrations in an Inclusive Economy
- **Hon. Thomas Silberhorn**, MP, State Secretary in the Federal Ministry for Economic Cooperation and Development of Germany

*Moderator: H. E. Silvano Tomasi CS, Dicastery for Promoting Integral Human Development*

**10:00 - 11:30 Opening Session - Migration and Development:  
Building a Better Common Future**

- **Amb. Pietro Sebastiani**, Director Generale DGCS, Italian Ministry of Foreign Affairs and International Cooperation
- **Ms. Laura Frigenti**, Director, Italian Agency for Development and Cooperation
- **Hon. Lia Quartapelle**, MP and Coordinator for the All-Party Parliamentary Group for International Cooperation
- **Amb. Jan Tombinski**, Head of the EU Delegation to the Holy See, Order of Malta and the UN in Rome
- **Stefano Signore**, Head of Unit Migration, Employment, Inequalities, DEVCO

*Moderator: H. E. Silvano Tomasi CS, Dicastery for Promoting Integral Human Development*

### **11:30 -12:30 Positive Impact of Migrants on Development: The Analysis**

- **Ms. Rosario Marin**, Former Treasurer of the United States of America
- **Ms. Dagmar Schineanu**, Senior Economist, Former Adviser for Italian Development Cooperation on Migration & Development
- **Mr. Francesco Petrelli**, Spokesperson, Concord Italia

*Moderator: Mr. Kevin Appleby, Director of International Policies, Center for Migration Studies of New York (CMS) and Scalabrini International Migration Network (SIMN)*

### **12:30 - 14:30 Lunch**

### **14:30 - 16:15 Positive Impact of Migrants on Development: Innovative Private-Public Practices and Lessons Learned for the Future**

- **Ms. Aranza Laskurain**, Secretary General of Mondragon Corporation
- **Mr. Emilio Ciarlo**, Head of External Relation, Italian Agency for Development Cooperation
- **Mr. Gibril Faal**, Director of GK Partners and the African Foundation for Development (AFFORD)
- **Mr. Mauro Martini**, Migration, Remittances and Development Officer at the UN International Fund for Agricultural Development (IFAD)
- **Mr. Bekele Moges**, National Director of Caritas Ethiopia, Caritas Africa Delegate within the SECAM WG on Migration and the CI WG on Migration
- **Ms. Nicoletta Dentico**, Member of the Board, Banca Popolare Etica

*Moderator: Ms. Marta Guglielmetti, Global Advisor, SIMN*

**16:25- 16:45 Presentation of the Report “Towards Sustainable Migration”**

- **Ms. Marta Guglielmetti**, Global Advisor, SIMN
- **Ms. Laura Frigenti**, Director of the Italian Agency for Development and Cooperation - Role of Cooperation for Development on Migration Policies

**16:45 - 18:00 Call for Action: Hand Over of Three Best Practices and Recommendations to Fostering Innovative Partnerships on Migration**

- **Fr. Leonir Chiarello CS**, Executive Director of SIMN—  
Short presentation and hand over of two best practices and recommendations:
  1. A better “**Decentralized Integration**” practice for Europe
  2. **Development Initiatives** to support remittances investments, entrepreneurship, and job creation in countries of origin

**18:00 - 18:30 Closing Remarks**

- **H. E. Cardinal Peter Turkson**, President of the Dicastery for Promoting Integral Human Development