

Migration Policy and Diaspora Politics in a European Context

Instructor: Dr Rainer Münz, Brussels (visiting professor, SPP), Mate Nikola Tokić, Berlin (visiting professor, SPP)

Academic Unit: CEU School of Public Policy, Global Policy Academy

Semester/term, year: Winter term 2020

Course level (MA, PhD): MA

No. of Credits (No. of ECTS Credits): 4 (equivalent to 2 CEU credits)

Office hours: TBD

1. Course description and aims

The course *Migration Policy and Diaspora Politics in a European Context* covers fundamental aspects of migration within and to Europe, the emergence of new Diasporas as a result of permanent immigration as well as European migration policy and Diaspora politics. In six one-day block sessions (with sessions of 2x100 minutes per day) the course will focus on issues raised by contemporary migration dynamics (including flows of refugees as well as irregular migrants), steering and integration capacities by the EU, the nation states, and the changing architecture of global migration governance as well as the emergence of Diasporas and their relevance for domestic and foreign policy. Highlighting the multi-faceted nature of migration policy, it will cover issues of demography, international migration and intra-EU mobility, European border management, diaspora and citizenship, domestic politics and foreign policies related to international migration, the rights of migrants.

Included in the course is an excursion to the International Centre for Migration Policy Development (ICMPD) and the EU Fundamental Rights Agency (FRA) in Vienna.

2. Target groups

We expect to primarily accommodate students from the CEU community (from SPP as well as students from CEU departments), but will accept applications from 20 professionals working in the field of migration, asylum and Diaspora policies (either at state institutions, international institutions or NGOs).

- From among SPP/CEU students, preference will be given to those who have had previous exposure to the field of migration and/or integration policy and/or had to deal with humanitarian crisis intervention, as part of their academic curriculum or professional experience, and who can credibly demonstrate that they seek to use the course for their future careers;

3. Application requirements

- SPP/CEU students are able to apply via the online system.
- Non-CEU applicants are asked to provide a short motivation letter describing how they would benefit from the course, how they think their experience of working in this area can contribute to the course objectives, and also stating their ability to fund all occurring travel and accommodation-related costs.

4. Learning outcomes

By the end of this course, participants will

- understand basic concepts of migration analysis, and be aware of the different definitions of migration and approaches to migration policy making;
- be able to link the different perspectives and issue areas with relevance to the field of migration policy;

- have acquired a comprehensive understanding of the fundamentals of migration, migration policy and Diaspora politics as well as their multi-level structure, which will help them in their future career as practitioners or senior civil servants;
- be able to produce an analysis of the migration and Diaspora policies/strategies of a country or a national/international organization.
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5. Course requirements

Course requirements for all participants include

- Attendance (minimum 5/6 sessions, with exceptional circumstances being reviewed upon individual request);
- Active participation;
- Final take-home exam (essay questions, 5000 words).*

* Note: Non-CEU participants are welcome and encouraged, but are not under the obligation to submit the written assignments. Similarly, non-CEU participants do not get ECTS points for their participation, only a certificate of participation.

6. Grading

- Active participation (45% of the final grade) – active engagement in class discussions, demonstrating knowledge of the assigned readings, attempting to link the different issue areas, share work experience (for practitioners) and home country facts (for CEU students);
- Final paper/Take-home exam (55% of the final grade) - on the basis of the sessions, elaborate on one of the essay questions, demonstrating an understanding of the multi-disciplinary perspective on migration and its multi-faceted nature. Two or three optional essay questions will be provided (5000 words).

Practitioners will receive a certificate for successful completion of the course; students will be awarded 2 CEU credit points.

7. Course schedule

17 January 2020

Session 1: *General Introduction to the Course*

Migration is a central and persistent issue in contemporary global politics. It is also an issue that embodies varied and manifold dimensions. This introductory session will parse the myriad features of migration and migration policy in Europe today, engaging some of the heated debates that presently frame the subject. We will explore some basic questions about the nature and character of migration itself as well as the disagreements that have emerged regarding how migration should be regulated. Mostly, we will endeavor to establish common ground regarding how to discuss migration and migration policy in order to constructively engage the topic over the subsequent twelve weeks.

- Instructor: Prof. Mate Nikola Tokić, SPP Visiting Professor

Session 2: *Context, Precedent, Development*

Few political issues in the world today are as pressing as that of migration. At the same time, little about current debates surrounding the phenomenon are new. The history of migration itself spans lived human experience. And current themes in the politics of how migration is viewed have antecedents going back nearly two centuries. This session will not provide a history of migration or migration policy, but rather provide context to the language, themes, and tropes that frame contemporary political attitudes towards migration. We will explore precedents to topics that are relevant today as well as examine the development of attitudes and policies towards the regulation of migration over the past several decades.

- Instructor: Prof. Mate Nikola Tokić, SPP Visiting Professor

31 January 2020

Session 3: Demography, global imbalances, and European migration

This session deals with global demographic trends as well as with economic and political imbalances and their implication for today's and tomorrow's migration flows. The main questions are: Who is migrating today? What are the main reasons for mobility across borders? Will people continue to migrate from youthful, but poorer and less stable countries to graying but richer societies? Will Europe become more attractive for talent and skills? Will intra-EU mobility continue? And how will the regime of humanitarian protection of refugees develop in times where many irregular labor migrants ask for asylum while some European countries would like to see people asking for protection being screened and processed in transit countries? Answers to the current challenges discussed in this session might have considerable implications for future European migration and asylum policies. This session will analyze the phenomenon from the perspectives of both the receiving and the sending countries, taking stock of the various motives of migrants and refugees. It will introduce the structure of migration governance, including on the global, EU, and the national level and engage class participants in discussing possible distinctions - and the concomitant conflicts - between civil activism and governance where actual migration policies are shaped, but also among EU Member States (more or less affected by various flows) as well as between receiving countries in the EU and sending countries in the Balkans, the Middle East, Western Asia and sub-Saharan Africa.

Session 4: Labor migration and labor markets: third-country nationals and intra-EU mobility

Given the uneven development of global economy, for many mobile people the main motivation for migration is economic. People with unsatisfactory social perspectives are trying to find work abroad with the purpose of generating income and eventually sending money back home; and/or with the purpose of bringing the whole family along. Under the right circumstances, labor migration is the quickest or in many cases the only way of lifting people to higher levels of income. Mobility of labor is both conditioned by and has significant impact on sending and receiving countries' economies, including consequences for wages, for the supply and demand of specific labor skills, but also for private investments and for the consumption of goods and services. Legal conditions under which migrants are admitted have an impact both on their self-selection and on possibilities for labor market integration. Tolerance of various informal labor markets and of the exclusion of certain groups from the legal field of work makes irregular migration and people overstaying their terms of residence possible. This session will analyze the outcomes of different labor migration regimes, both globally and on the level of intra-EU mobility. It will discuss how European migration policies have developed and how its selection and admission system could be reformed. It will pay attention to the mobility of EU citizens within the EU's labor market. The session will also reflect on consequences of the UK leaving the EU (Brexit) that possibly ends the free movement of labor across the Channel.

- Instructor: Rainer Muenz, SPP Visiting Professor

Required Reading

UN DESA. 2019. *World Population Prospects 2019*. New York: United Nations
https://population.un.org/wpp/Publications/Files/WPP2019_Highlights.pdf

UN DESA. 2019. *International Migration Report 2019*. New York: United Nations
https://www.un.org/en/development/desa/population/migration/publications/wallchart/docs/MigrationStock2019_Wallchart.pdf

Douglas S. Massey, Joaquin Arango, Graeme Hugo, Ali Kouaouci, Adela Pellegrino and J. Edward Taylor. 1993. Theories of International Migration: A Review and Appraisal. *Population and Development Review* Vol. 19, No. 3 (Sept 1993), pp. 431-466;
https://www.jstor.org/stable/2938462?seq=1#metadata_info_tab_contents

Further Reading

IOM. 2018 World Migration Report 2020. New York-Geneva: UN-IOM
<https://publications.iom.int/books/world-migration-report-2020> (Part I, chapters 2+3, pp. 19-120)

Rainer Muenz, Albert Reiterer. 2010. *Overcrowded World? Global Population and International Migration*. London: Haus Publ. (Chapters 1-5)

Stephen Castles, Mark J. Miller, and Hein de Haas. 2013. *The Age of Migration*. 5th ed. London: Palgrave Macmillan.

14 February 2020

Session 5: *Immigration, Integration, Assimilation*

Immigration is in many ways transforming Europe. In this session, we will consider the question of incorporation. By this we mean the processes by which immigrants are integrated – or not – into their new homes. What policies exist to help immigrants and their children become part of hostland societies? What are the distinctions between policies aimed at integration and those aimed at assimilation, and what does this say about changing notions of membership in contemporary nation-states? Further, to what degree do shifting social norms regarding inclusion/exclusion and incorporation/alienation affect migration policies, and to what degree do such policies themselves exacerbate or alleviate prevailing attitudes towards migration?

- Instructor: Mate Nikola Tokić, SPP Visiting Professor

Session 6: *Diaspora and Citizenship*

“Diaspora” – the term refers to geographically dispersed populations relating themselves collectively with a (former) homeland outside their country of residence. Diasporas are characterized by their ability to connect or at least identify with a former homeland. They can play an eminent role in preserving and upholding language, culture and/or religion. Diasporas can be instrumental in fostering ties between their country of residence and the (former) homeland they relate to. Some Diasporas make substantial economic contributions by sending remittances or investing in the former homeland. Diasporas often are involved in politics both in the country they live and in the country they relate to. This partly depends on issues like citizenship, voting rights and political mobilization. It also depends to a certain degree on trans-border nationalism based on ethnic criteria. For this reason, Diasporas can become a bridge but also a challenge for the relations between two countries. The session discusses how Diasporas and (former) homelands can engage with each other in mutually beneficial ways and how modern European nation states are dealing with the issue. The session also discusses how ethnic nation states have dealt with their own co-ethnic Diasporas in two completely different ways – trying to empower Diasporas abroad or encouraging a return to the historical “homeland”.

- Instructor: Mate Nikola Tokić, SPP Visiting Professor

28 February 2020

Session 7: *Migration, domestic security and foreign policy*

As the scholar of international relations Fiona Adamson observes, “international migration has moved to the top of the international security agenda. Increasingly, policymakers in the United States, Europe, and around the world are making links between migration policy and national security. Much of this discussion has focused on migration flows as a conduit of international terrorism.” As recent scholarship has

demonstrated, however, very few facts support claims that there is a link between migration and terrorism. Indeed, studies examining the relationship between migration and political violence have repeatedly found no causal link between the two. If anything, the most current research strongly suggests that the opposite may be true. This session will explore the question of the securitization of migration and how prevailing rhetoric regarding the relationship between migration and terrorism directly impacts migration policy.

- Instructor: Mate Nikola Tokić, SPP Visiting Professor

Session 8: *Migration management at crossroads between domestic and foreign policy*

International migration, by definition, involves two or more countries. It is important to understand that sending, transit and receiving countries all have both domestic and foreign policy interests related to migration that reach beyond what migrants want for themselves and for their children. It is on such interests that migration policies are formulated. Migration has both an internal and an external dimension, and governments have to consider domestic electorates and public opinion as much as anything when contending with issues related to migration. On the foreign policy 'front,' meanwhile, sending, transit and receiving countries deal with issues such as international recruitment of labour, return and readmission agreements, as well as with larger 'compacts' in which migration, trade, aid and foreign investment might be linked. The session will discuss these two sides (domestic/foreign policy) in a European context with a focus on EU relations with the Western Balkans, Turkey, the Middle East and Africa.

- Instructor: Mate Nikola Tokić, SPP Visiting Professor

13 March 2020

Session 9: *Rights of migrants*

Migrants – in particular those coming from non-EU countries – are more likely to be discriminated than native-born members of mainstream society. Structural exclusion takes place in public fields of labor and housing markets but also concerns the private sphere through the management of social security, family laws, or reproductive rights. Different migrant groups experience discrimination in various forms, while in extreme cases social exclusion may appear as an abuse. The session at the EU's Fundamental Rights Agency (FRA) will discuss how to protect human and fundamental rights of migrants, how to protect particularly vulnerable groups, and what possible conflicts are there between the rights of different categories of citizens, which may also enforce discrimination. The session will put particular emphasis on the rights of migrants in irregular situation and on the rights of (especially unattended) minors who have come to Europe in considerable numbers during the years 2014-2016.

- This session will be held on the FRA premises in Vienna
- Introduction: Michael O'Flaherty, Director, FRA
- Instructors: Tamás Molnár, FRA, Rainer Muenz, SPP Visiting Professor

Additional reading will be provided by the EU Fundamental Rights Agency

Session 10: *Asylum policy*

Both European tradition and international conventions require EU member states to admit asylum seekers and to grant them refugee status if they qualify. This tradition and legal obligation, however, is being questioned, as an increasing number of people manage to cross Europe's land and sea borders in irregular ways or arrive by air – with many of them asking for asylum or humanitarian protection. At the same time EU countries located in North-Western Europe continue handling the majority of all asylum applications. And, so far, under current rules there is no truly functioning mechanism for burden-sharing as the Dublin III regulations make countries of first arrival responsible for the processing of asylum applications. This is aggravated by the absence of functioning resettlement and relocation mechanisms within the EU. The session will discuss information-led and protection based practices in managing mixed

migration flows at Europe's external borders. It will concentrate on the interception, identification, and reception of persons in need for protection both at external borders as well as through in-country procedures. It will also touch upon relevant longer term solutions such as return, integration, and resettlement including in countries outside Europe (=intra-EU and international burden sharing).

- Instructor: Rainer Muenz, SPP Visiting Professor

Required Reading

UNHCR. 2019. *Global Trends. Forced Displacement in 2018*. New York-Geneva: United Nations
<https://www.unhcr.org/5d08d7ee7.pdf>

Further Reading

Collett, Elizabeth, and Camille Le Coz. 2018. "After the Storm: Learning from the EU Response to the Migration Crisis." Migration Policy Institute Europe. <https://www.migrationpolicy.org/research/after-storm-eu-response-migration-crisis>

Evangelia (Lilian) Tsourdi. 2019. *Solidarity in EU asylum policy: From an emergency-driven approach to the fair sharing of responsibility*. Brussels: EPC
https://www.epc.eu/documents/uploads/pub_9183_article_10.pdf?doc_id=2145

27 March 2020

Session 11: European border management and visa regimes

The aim of this session is to increase participants' awareness and understanding of border management in the European Union: What are the fundamental aspects of European integration leading up to the establishment of the Schengen area? What competencies of border management exist at EU-level and what competencies remain with the nation state? Where do we observe cooperation in border management, both between member states and with neighboring countries? And who is actually managing the borders? The session at ICMPD will also focus on actors such as agencies and private companies that engage in border management, e.g. in terms of supporting coordination among member states in guarding external borders (FRONTEX) or in terms of commercial and/or security companies taking over tasks of control and security provision (airport and security staff and other privately operating firms handling passport checks, security checks or pre-processing of asylum applications respectively). Additional aspects to be covered in this session include human rights protection at borders, criminal networks operations across borders, the privatization of border and border control/management, the de-territorialization of borders, member state cooperation and third countries on aspects of border management, as well as technical aspects of border surveillance and mobility tracking

- Instructors: Albert Kraler and Isabelle Wolfsgruber, ICMPD, Rainer Muenz, SPP Visiting Professor.
- This session will be held on the ICMPD premises in Vienna.

Required Reading

European Parliament. 2019. *Management of the external borders*. Strasbourg-Brussels: EP
<http://www.europarl.europa.eu/factsheets/en/sheet/153/management-of-the-external-borders>

Sergio Carrera et al. 2018. *The Future of the Schengen Area: Latest Developments and Challenges in the Schengen Governance Framework since 2016*. Strasbourg-Brussels: EP

[http://www.europarl.europa.eu/RegData/etudes/STUD/2018/604943/IPOL_STU\(2018\)604943_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/STUD/2018/604943/IPOL_STU(2018)604943_EN.pdf)

Session 12: Learnings and takeaways from the course

International migration, by definition, involves two or more countries. Main actors are the migrants themselves. It is important, however, to understand that sending, transit and receiving countries also have interests related to migration. That reaches beyond what migrants want for themselves and for their children. Based on this, migration policies are formulated and executed. The wrap-up session focusses on learnings from the course that will help identifying main actors in Europe and its neighborhood, their interests and strategies in order to understand current migration policies.

- Instructor: Rainer Muenz, SPP Visiting Professor

Additional reading will be provided by ICMPD

8. Course readings

1-2 readings per session:

See list

Regularly updates web resources dealing with demographic trends, international migration, migration policy and citizenship:

Regularly updates web resources dealing with Demography and international migration:

- <https://population.un.org/wpp/> Population Division, population data base (contains population data for the period 1950-2015/20 and projections for the period 2020-2100)
- <https://www.un.org/en/development/desa/population/migration/data/estimates2/estimates17.asp> UN Population Division, migration data base (contains migration data for the period 1990-2017; will be updated in late 2019)
- <https://migrationdataportal.org/themes/migration-policies-and-governance> UN Population Division, national migration policy data base
- <http://www.iom.int> UN International Organization for Migration website
- https://ec.europa.eu/knowledge4policy/migration-demography_en European Commission Knowledge Centre on Migration and Demography (JRC-KCMD)
- <http://epp.eurostat.ec.europa.eu/portal/> Eurostat home page with most recent migration data and historical time series for most European countries
- <http://www.migrationpolicycentre.eu/> Migration Policy Centre at the European University Institute
- <http://www.migrationinformation.org/> Migration Policy Institute: Global Data Center.
- <https://www.oecd.org/migration/> OECD/Sopemi migration data base
- <http://popstats.unhcr.org/en/overview> UNHCR on the situation of asylum seekers in Europe as well as irregular migrants and refugees in and around the Mediterranean
- <http://globalcit.eu/databases/> Global data base on citizenship and naturalization (updated on a regular basis)