



Understanding the Policy Context for Migrant Return and Reintegration

November 15, 2018





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A Series to Inform the Debate

October 2018

Issue No. 6

Balancing Acts

Policy Frameworks for Migrant Return and Reintegration

By Kathleen Newland and Brian Salant

Executive Summary

The policies and practices of returning migrants to their countries of origin are some of the most contentious in migration policy. Foremost among their many stakeholders are migrants themselves, but in both origin and destination countries, choices about how, when, and under what conditions to effect returns implicate many elements of national interests. Reconciling these diverse interests in both international cooperation and domestic policy is difficult and complex—particularly when return is compulsory—but necessary. In this endeavor, reintegration assistance provided by development cooperation contributes to balanced policies.

Migrant returns take place along a spectrum ranging from wholly voluntary, at times even solicited by countries of origin, to compulsory or physically forced. The ways in which returns are carried out vary widely, from individualized legal proceedings with due process and reintegration support, to coercive mass returns with no legal or humanitarian safeguards. Data on the scale of returns, especially compulsory, are limited and uneven. In recent years, however, the Dominican Republic, Iran, Pakistan, and Saudi Arabia have each returned hundreds of thousands of migrants, ranging from long-term residents and laborers to recognized refugees, at times following harassment, extortion, or detention by authorities. Meanwhile, the hundreds of thousands removed annually from the United States have some semblance of due process, even if flawed, but virtually no reintegration assistance. The smaller numbers of migrants returned from the European Union generally go through often-lengthy legal proceedings and are more likely than other returnees to have access to return and reintegration assistance.

Though a relatively small share of the world's returning migrants currently receives reintegration assistance, this type of support can add positive incentives for return and promote conditions that make reintegration into countries and communities of origin more sustainable. The programs that provide this type of support usually take the form of cash or in-kind



Balancing Acts: Policy Frameworks for Migrant Return and Reintegration

By Kathleen Newland and Brian Salant

<http://bit.ly/migrantreturn>

Towards a Global Compact for Migration: A Development Perspective

<http://bit.ly/compactmigration>

A two-year collaboration between MPI and the German Development Cooperation Agency (GIZ), supported by the German Ministry for Development Cooperation (BMZ), that seeks to inform global compact deliberations and ongoing debates on SDG implementation. The core research questions included: (1) How should migration policies be designed to have development benefits? (2) How can development policies be adapted to better respond to and capitalize on the impact of migration flows? (3) What is the role of multilateral cooperation—specifically on the terms of the SDGs and the global compact—in achieving these goals?

Kathleen Newland



Kathleen Newland is a Senior Fellow and Co-Founder of the Migration Policy Institute. Her focus is on the relationship between migration and development, the governance of international migration, and refugee protection. She is also the Founding Director of the International diaspora Engagement Alliance (IdEA) during its incubation phase at MPI from 2011-13; IdEA was established as a partnership among MPI, the State Department, and U.S. Agency for International Development. She is a Member of the MPI Board of Trustees.

Previously, at the Carnegie Endowment for International Peace, she was a Senior Associate and then Co-Director of the International Migration Policy Program (1994-01). She sits on the Board of Overseers of the International Rescue Committee and the boards of directors of USA for UNHCR, the Stimson Center, Kids in Need of Defense (KIND), and the Foundation for The Hague Process on Migrants and Refugees. Ms. Newland has served as a consultant for the UN High Commissioner for Refugees, the World Bank, and the office of the Secretary-General of the United Nations. She was on the faculty of the London School of Economics, and co-founded and directed Humanitas, an educational trust dedicated to increasing awareness of international humanitarian issues.



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Bernhard Braune



Bernhard Braune is the Head of the Return and Reintegration Division at the German Federal Ministry for Economic Cooperation and Development, a position he has held since March 2017. He has been with the Ministry since 2004, where he also served as Head of the Division in charge of the governance and legal supervision of GIZ; as Senior Advisor to the State Secretary; as the First Secretary for Economic Cooperation and Development in the German Embassy in Senegal; and as staff in the West-Africa Division and Division for European Affairs.

Prior to joining the Ministry for Economic Cooperation and Development, he worked for the German Federal Foreign Office's International Criminal Court Taskforce and in the Legal Department of Deutsche Bahn AG from 2001 to 2002. Dr. Braune passed the Bar Exam in Berlin and earned his PhD in International Law (Dr. iur.) from the Free University of Berlin and a Masters in International and Comparative Law (LL.M) from the University of Stockholm.



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Nicola Graviano



Nicola Graviano is Senior Specialist for Assisted Voluntary Return and Reintegration (AVRR) at the International Organization for Migration (IOM), Headquarters, Geneva. In this position since 2015, he is responsible for overseeing and coordinating IOM's global policy and activities on AVRR.

Prior to this, he held various management positions with IOM in Belgium, Mali, Iraq, and Canada. Mr. Graviano has studied Political Science, has a Masters in migration studies and intercultural mediation, and has done post graduate work in international politics.

Migration Returns & Reintegration - The Policy Context of a Difficult Issue for International Cooperation

Migration Policy Institute Webinar

15 November 2018

Presentation outline

- IOM's approach to return and reintegration: setting the scene
- AVRR Framework
- Gaps and opportunities (examples)
- Conclusions

IOM's approach to return and reintegration: setting the scene

- Migrant return is challenging for many stakeholders, given their transnational nature and impact on a multitude of players.
- Assisted Voluntary Return and Reintegration (AVRR) has supported safe and dignified return of over 1.6M migrants since 1979, in a variety of contexts and migration dynamics. AVRR has gradually expanded beyond Europe, and is now implemented in Africa, Asia and the Pacific, and the Western Balkans.
- AVRR as an important pillar of migration management, contributing to SDG (Target 10.7) and Global Compact for Migration (Objective 21).

AVRR Framework

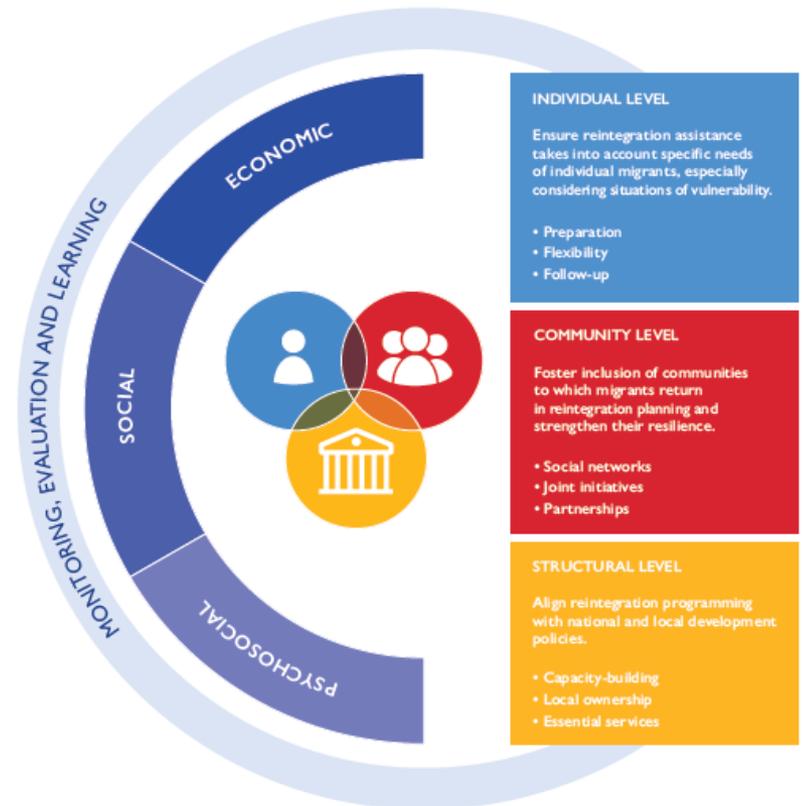
Principle 1: Voluntariness

Voluntariness is assumed to exist if two conditions apply: (a) freedom of choice, which is defined as the absence of physical or psychological pressure to enrol in an AVRR programme; and (b) an informed decision, which requires the availability of timely, unbiased and reliable information upon which to base the decision.

AVRR Framework

Principle 4: Sustainability

Achieving sustainable reintegration requires a holistic and a need-based approach. One that takes into consideration the **various factors impacting on reintegration**, including **economic, social, and psychosocial dimensions**, across **individual, community, and structural levels**.



IOM's Integrated Approach to Reintegration

AVRR Framework

Principle 6: Dialogue and partnerships

Institutional dialogue fosters constructive and balanced exchanges between stakeholders involved at different stages of the AVRR process. It promotes a common understanding of challenges related to return and reintegration while informing and influencing policy development.

Cooperation between a variety of actors – government and non-governmental – at the international, regional, national and subnational levels is required to enhance the range and quality of return assistance available to migrants, avoid duplication of efforts and foster the sustainability of reintegration processes.

Gaps and opportunities (examples)

1. **Monitoring and Evaluation.** 30 field-tested indicators to measure sustainability across economic, social and psychosocial dimensions.
2. **Capacity building.** SOPs under the EU-IOM Joint Initiative for Migrant Protection and Reintegration (2017), Reintegration Handbook (2019), Vulnerable Migrants Handbook (2019).
3. **Knowledge Management.** Online platform on return and reintegration (2019) aiming to foster a virtual community of practice and dissemination of knowledge.

Conclusions

- ✓ Return and reintegration management needs to be a *shared responsibility*. No single entity has the capacity, reach or mandate to address on its own the profound implications that return and reintegration have on a wide range of stakeholders.
- ✓ Government ownership should be promoted in a way that return and reintegration are part of local and national policies and align with development plans.
- ✓ Institutional dialogue and partnerships should be reinforced, including through capacity-building initiatives, to effectively mobilize mandates and expertise of government and non-governmental actors alike.

Thank you!

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Q&A

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<http://bit.ly/migrantreturn>
- And the research project: ***Towards a Global Compact for Migration: A Development Perspective***
<http://bit.ly/compactmigration>
- For further information, reporters can contact Michelle Mittelstadt at +1-202-266-1910; or mmittelstadt@migrationpolicy.org
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