

MIGRATION, ASYLUM: THE ROLE OF DEVELOPMENT AGENCIES

Nordine Drici, *ND Consultance*
Olivier Kaba, *AFD*
Barbara Joannon, *AFD*

“Nor ought a permanent residence to be refused to foreigners, who, driven from their own country, seek a place or refuge.”
Hugo de Groot, also known as Grotius, *Rights of War and Peace* (1625),
Book II, Chap. 2.

The daily news constantly focuses on the often-doomed fate of migrants and forced displaced persons¹. Exposed to persecution, international or internal armed conflict, violence or natural disasters, these men and women have been forced to flee their homes or communities. Without being new, this global phenomenon is taking on a new dimension due, in part, to an international political situation where self-withdrawal, the preponderance of prejudice and the stigmatisation of the Other, the “obsession with borders”, the triptych of control, deterrence and repression, the requirements of the fight against terrorism and cultural relativism are increasingly taking precedence over universality, inalienability and interdependence of the rights recognised by the 2030 Agenda for Sustainable Development². Forced displaced people and refugees are thus at the heart of challenges related to global governance which is essentially multidimensional, multisectoral and multiscale.

According to the Office of the United Nations High Commissioner for Refugees (UNHCR), at international level there were 65.5 million displaced persons in June 2017, that is, 1 in 113 persons, of which 22.5 million of refugees³ and 10 million stateless people out of a total of approximately 258 million migrants⁴ (of which 51% women). Thus, every day, more than 28,000 people are forced to leave their homes because of conflict or persecution. At present, 55% of the world’s refugees come

1 - Definitions will be addressed in Table 1 *infra*.

2 - The text of the United Nations 2030 Agenda des Nations for sustainable development is available on the internet (www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&referer=/english/&Lang=E).

3 - Out of the 22.5 million Palestinian refugees, 5,3 million are directly registered and monitored by the United National Relief and Works Agency for Palestinian Refugees in the Near East (UNRWA).

4 - For further information, refer to the website of the United Nations Population Division (www.un.org/en/development/desa/population/migration/data/estimates2/estimates17.shtml).

from three countries: Syria (5.5 million), Afghanistan (2.5 million) and South Sudan (1.4 million). The main host countries of refugees are mostly in the South: Turkey (2.9 million), Pakistan (1.4 million), Lebanon (1.3 million), Iran (980,000), Uganda (940,000) and Ethiopia (790,000)⁵.

The Mediterranean area is sadly marked by the death or disappearance at sea of more than 35,000 migrants since the 1990s, including more than 5,000 in 2017 alone⁶. Europe is not facing a migratory “crisis” but rather an unprecedented crisis of asylum, reception and solidarity policies. The 28 European Union (EU) Member States barely implement cooperation and solidarity mechanisms. While France completed the transposition of European asylum directives in July 2015, a new phase of revision of European asylum policies was launched in May 2016. It is still in progress.

The current EU migration policies reflect an essentially security-oriented approach of migrations, both in their internal and external dimensions. At external level, the main concern is to conclude agreements aimed at reducing irregular migration to Europe by outsourcing asylum policies through the establishment of entry or pre-selection points for migrants who would be eligible for asylum with strategic partners such as Chad and Niger (or more generally the States that are members of the Khartoum Process⁷), or with States and partners of the Rabat Process⁸. The Valletta Declaration (November 2015) and the EU-Turkey Refugee Agreement (March 2016) are examples of this approach. EU Member States unanimously agree upon cooperation with third countries and non-European countries. However they do not agree on the cooperation modalities. The most emblematic example is that in the revision of the Dublin Regulation⁹. Southern European States, Greece and Italy in particular, would like to see a fairer distribution of the management of asylum seekers and refugees (reception, examination of asylum applications and integration of refugees).

This complex international panorama partly governs the mobilisation of part of the international society and the “awakening” of the United Nations: On 19 September 2016, the Heads of State and government have adopted the New York “Declaration” for Refugees and Migrants. In this context, they called for the organisation of an

5 - In order to better understand the history of refugee crises since 1976, refer to the interactive map developed by the Refugee Project (www.therefugeeproject.org).

6 - For more information, refer to the website of the International Organisation for Migration (IOM) (www.iom.int/fr/news/arrivees-de-migrants-en-europe-par-la-meditteranee-en-2017-128-863-deces-en-mer-2-550).

7 - Signed between the European Union and twenty African countries from Sudan to Libya on 28 November 2017, this emblematic Khartoum Process is aimed at fighting against human trafficking that prevails in the Horn of Africa and to prevent migrants from reaching the European continent by sea, developing and implementing development programmes in countries of origin and by financing control and surveillance operations in these countries.

8 - Also known as the Euro-African Dialogue on Migration and Development, the Rabat Process brings together nearly sixty European and African partner countries from Central, Western, and Northern, as well as the European Commission (EC) and the Commission of the Economic Community of West African States (ECOWAS) to discuss issues related to migration and mobility in a spirit of partnership.

9 - European Directives Dublin Regulation, named Council Regulation (EC) No 343/2003 of 18 February 2003 establishing the criteria and mechanisms of the responsible State in the European Union for the examination of an application for asylum. The objective of these provisions is to prevent the same application from being presented in several European States.

international conference on migration in 2018 with the aim of adopting a Global Compact for Safe, Orderly and Regular Migration (GCM) and a Global Compact on Refugees¹⁰.

The different types of migration (voluntary, forced, mixed)¹¹ all represent real development challenges. In 2017, migrants transferred the equivalent of 450 billion dollars to their home country, that is, triple the amount of the global amount of development aid granted over the same year (142.6 billion dollars in 2016). In this context, international cooperation and development agencies have a role to play in the ongoing discussions revolving around the adoption of global pacts. In addition, their strategic objectives and their interventions would benefit from integrating the issue of refugees and international protection both in the framework of the operationalization of the link between relief and development, their mobilisation to support public policies, and in governance in general.

The contribution of civil society organisation (CSOs) is a key element of access to the law, as evidenced by numerous initiatives and projects, particularly in countries of the Euro-Mediterranean region and sub-Saharan Africa. While CSOs are increasingly supported by international cooperation and development agencies, which consider them as privileged partners on these issues, local CSOs in countries of intervention would benefit more if they were granted more support.

Fundamental, international and national rights

Migrants, refugees, stateless persons, forced displaced persons, exiles... so many convergent or incompatible denominations, which describe individual or collective situations, chosen or forced uprooting or exile. Yet, these people, who have the common denominator of being, at least at some point of their migratory journey, in situations – sometimes extreme – of vulnerabilities, suffer from a political and media manipulation of these different concepts that correspond to definitions and sometimes to specific legal categories rather than to unique individual situations and to varied needs. In addition, there is the fact that the same persons can see their “denomination”, or even their status evolve according to the stage of their migratory journey and the procedures undertaken or not in the countries through which they travel or where they settle.

Behind this semantic blur there is the logic of selection between “good migrants” and “bad migrants”, the latter being accused of abusing the absoluteness and constitutionality of asylum in France and eroding the universalist vision. There would be, on the one hand, people fleeing for political reasons, putting forward individual threats or persecutions (grouped under the term of “refugees”, thus considered as “legitimate”) and those who would have left for purely economic reasons (grouped under the term “economic migrants”, increasing fear and frustration)¹². Yet, while

10 - Article 44 of the Global Compact on Safe, Orderly and Secure Migration calls upon States to actively work towards the decriminalisation of migration and the end of detention of migrant children. To date, the Global Compact on Refugees contains no commitment regarding alternatives to detention of migrants.

11 - Mixed migration is a migratory flow that involves the movement of migrants and refugees traveling side by side to a host country, taking the same dangerous paths, often in situations of clandestinity (definition of the UNHCR).

12 - Refer to some video clips of Cam Clash, especially the one entitled “Marre des réfugiés” (www.youtube.com/watch?v=4Rt6NSDjJdM).

this simplistic conception is very practical in public debate, it does not reflect the complexity of reality.

Box 1: Refugee status in France: a historical development

The term “refugee” appears in France in the middle of the fifteenth century in the French and English languages. At the time, it is used to refer to Huguenots fleeing France after the revocation of the Edict of Nantes in 1685¹³. France adopts a first law relating to “foreign refugees” on 21 April 1832. This law allows the government to “gather foreign refugees who in France in one or more cities [...]”, but also to force them to leave the national territory if they refuse to go to the cities in question¹⁴. It is only at the end of the Second World War that the right of asylum is permanently enshrined as a constitutional principle in the second preambular paragraph of the 1946 Constitution, which reaffirms that “every man that is persecuted because of his action in favour of freedom has the right to asylum in the territories of the Republic”. At international level, it is the First World War that gives a new impetus to the issue of asylum and refugees. The population movements related to the Russian revolution, then the fall of empires and the rise of totalitarianism reveal a concerted attempt by nations to identify strategies and rules that can meet the needs of millions of refugees. In the period between the two world wars, the term applies more to individuals belonging to specific groups designated by a series of agreements negotiated by the League of Nations (1920-1946), namely the Russians, the Armenians and Assyrians or assimilated. Therefore, at that time, being a refugee refers first and foremost to belonging to a particular group and not to the situation of individual persecution¹⁵. The adoption of the Geneva Convention related to the status of refugees on 28 July 1951 allows breaking with this collective logic that prevailed until then. Proposed in the midst of the Cold War, the new definition of refugee that this convention provides for requires the fear of individual persecution. It thus introduces a major change in paradigm marked by the shift from a collective and sectoral conception to more individualistic and universalist conception of the notion of refugee¹⁶.

The situation of migrants largely depends on the coherence and capacity to make effective the following three types of rights: fundamental rights defined in the International Declaration of Human Rights, international law in particular the Geneva Convention of 1951, and national rights, namely national sovereignty over access to territory. One of the fundamental challenges in the governance of migration lies in the political capacity to make fundamental, international and national rights coexist in an effective way and for the same person. This challenge is all the more present in the areas for which migration policies are still in progress and countries which host a large number of people on the move, and this is the case in the Mediterranean region.

13 - Dzovinar Kénovian, “Deux siècles de réfugiés: circulations, qualifications, internationalisation”, *Pouvoirs*, “Les Réfugiés”, 144, 2013, p. 17.

14 - Michel Agier, Anne-Virginie Madeira, *Définir les réfugiés*, Paris, PUF, 2017, p. 39.

15 - At the same time, a policy of support for the settlement of these specific communities is gradually being put implemented in Europe, through the 1922 Arrangements and the issue of identity and travel (the Nansen passport) to Russian refugees.

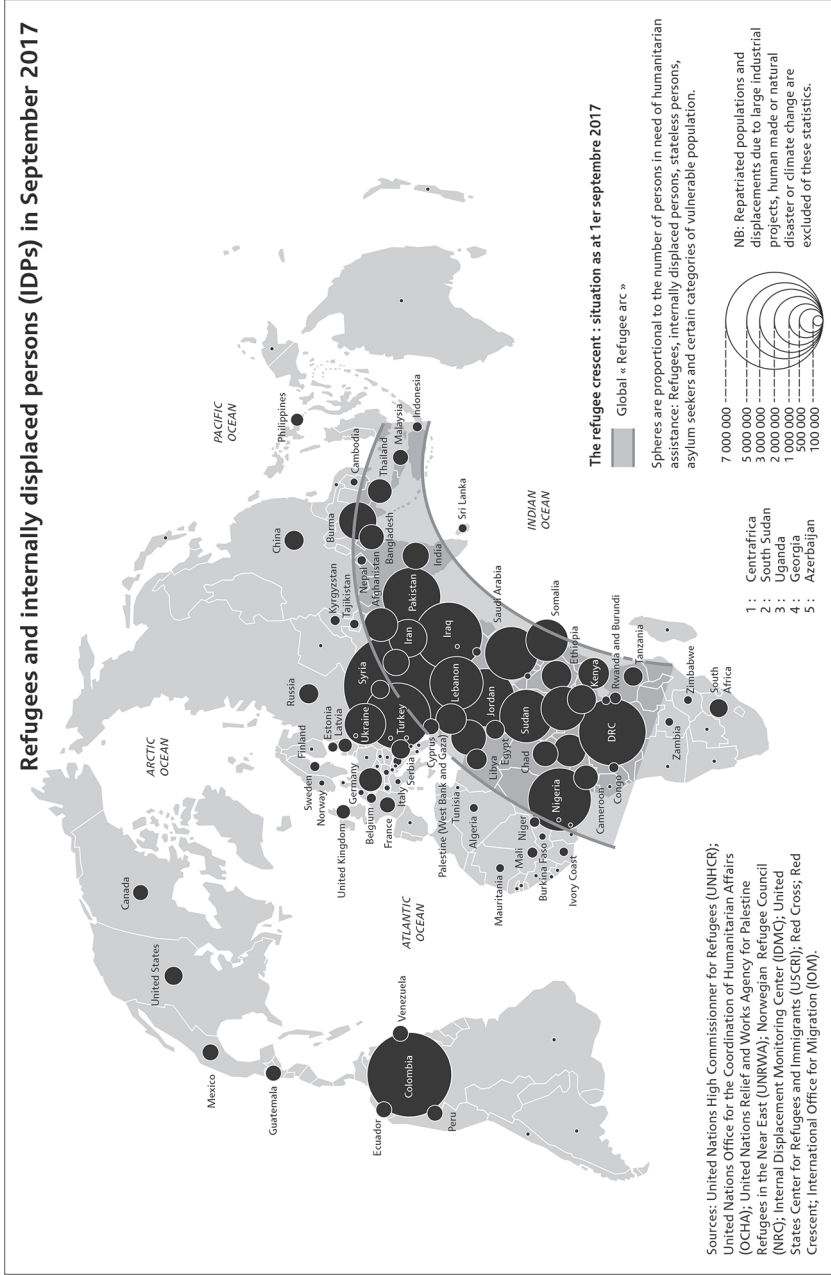
16 - This notion of individualisation is important because it implies that every asylum seeker must provide evidence that he or she is directly threatened. For example, it is not enough to come from a war zone to be automatically granted refugee status. The adoption of the 1967 New York Protocol universalises this definition, since the Geneva Convention of 1951 was conceived to protect displaced persons from the Second World War and lifts the geographical and temporal restrictions of the text of 1951.

Table 1 - Definition of categories/status of persons in terms of international migrations

Category/status	Definition
Exile	A person who leaves one's native country because of expulsion or voluntarily.
Migrant	A person born in a country and who lives in another country for a duration that is greater than one year, whatever the reasons (definition of the UN). Any person who is moving or has moved across an international border or within a State away from his/her habitual place of residence, regardless of 1) The person's legal status, 2) Whether the movement is voluntary or involuntary 3) What the causes for the movement are; or 4) What the length of the stay is (definition of the International Organisation for Migration – OIM).
Mixed migrations	Mixed migration is a migratory flow that involves the movement of migrants and refugees travelling side by side to a host country, taking the same dangerous routes often in situations of clandestinity (definition of the UNHCR).
Refugee	Persons who, having crossed an international border, cannot return to one's country because they risk to be persecuted or being the victim of serious human rights violations or because of what they fear or for they believe they fear without being able to benefit from the protection of the authorities. A refugee may be recognised as a statutory refugee (thus benefiting from the rights established by the Geneva Convention of 1951). The person may have "subsidiary" protection on grounds that differ from those mentioned in the Geneva Convention, or, in the case of massive influx of forced displaced persons having crossed an international border, that person may be recognised, with other persons belonging to the same group, as a "prima facie" refugee.
Asylum-seeker	A person who has submitted an application for asylum with to the competent authorities in charge of the determination of asylum or with the United Nations High Commissioner for Refugees.
Stateless	A person who has no nationality of any country. Some persons are born stateless while others become stateless. A stateless person is not protected by any State ¹⁷ .
Internally displaced	A person who has left her home to flee conflict, persecution or natural disasters, without having crossed an international border seeking safety.
Forced displaced	This displacement has three components: 1) The coercion that forces displacement; 2) The violation of the human rights it represents and which accompanies it; 3) The absence of national protection. This displacement can be internal or involve the crossing of one or more borders.

17 - The relevant treaties on the issue of statelessness are the New York Convention of 28 September 1954, relating to the status of stateless persons and that of 30 August 1961, concerning the resolution of statelessness. As from 1994, the competences of the UNHCR were extended to stateless persons.

Map 1 - L'arc des réfugiés¹⁸



18 - Translator's note: The Arch of Refugees.

Developing and emerging countries host 87% of displaced persons and refugees, representing less than 2% of the global economy¹⁹. More than half of the world's 6 million refugee children and adolescents (3.7 million) including 900,000 Syrian refugees, are out of school. More than half of the out of school minor refugees come from seven poor or developing countries (Chad, Democratic Republic of Congo, Ethiopia, Kenya, Lebanon, Pakistan, Turkey). These are just a few statistics among dozens of others that relate to health, water and sanitation, housing, food and economic self-sufficiency.

In order to address these new challenges related to crises and population displacement, humanitarian and development agencies are gradually implementing their actions in the humanitarian-development nexus. The key principles of intervention are “not to harm”, to combine the socio-economic approach of the reduction of vulnerabilities and that of rights but also to preserve the necessary humanitarian space while taking account of different temporalities and new synergies integrating logics of development.

Access to rights for people on the move

Due to the sovereignty it is entitled to exercise on its territory, the State is the only one able to determine the conditions of entry and stay within its borders. The right of asylum is first and foremost a right to access and to keep the asylum seeker in the territory in order to benefit from the protection of the State.

There is therefore a real and tangible tension between the effectiveness of the right to asylum and public migration policies: entry into the territory is often done without a visa (the humanitarian visas issues by certain embassies to enter into a country safely and legally in countries where exiles may apply for asylum are rare) and the right of residence is limited. This tension is logically reflected in the process of negotiating and adopting legislation on the subject, a process that is constantly torn between a declared desire to guarantee fundamental rights and the necessity to manage migration flows. At the heart of the achievement of the Sustainable Development Goal of “Peace, justice and Effective Institutions” (SDG 16), the refugees issue remains at the core of this tension between duty bearers (the authorities) and rights holders (individuals, citizens).

Migration policies define the rights of different categories of persons on the move (regular or irregular migrants, asylum-seekers, refugees, those that are denied asylum etc.). This raises the question of the exercise of these rights, in particular by informing target populations of their rights (civil and political, economic, social or cultural) and of access to rights, and the possibility of lodging an appeal and obtains remedy if they are flouted. This diptych must be applicable in countries of origin where the issue of the violation of fundamental rights and the absence of an effective remedy is the starting point for many refugees, in transit countries where migrants and displaced persons often without a legal existence, are victims of human trafficking

19 - Amnesty International, *Tackling the Global Refugee Crisis, from shirking to sharing responsibility*, October 2016 (www.amnesty.ch/fr/themes/asile-et-migrations/docs/2016/egoisme-des-pays-riches/rapport-en-anglais_tackling-the-global-refugee-crisis.pdf).

and subject to almost systematic violations of their fundamental rights. This is the case for instance in Libya²⁰, as well as in countries of destination where exiles must be able to apply for asylum, and if need be, be granted refugee status and thus enjoy the protection of the State. Access to rights is especially problematic for people who have multiple vulnerabilities such as unaccompanied minor children, isolated elderly people, trafficked women, single females heads of households, people who are stigmatised or persecuted because of their vulnerability, sexual orientation and/or gender identity.

The implementation of migration policies of third countries, especially specific aspects such as asylum, is an area of cooperation that some development agencies are already promoting in the Euro-Mediterranean region. In practice, it can take the form of legal and legislative support for the adoption of national refugee laws, capacity strengthening of local courts to deal with this issue and of national dialogue bodies (Parliament, national human rights institutions), by providing information and access to rights of target audiences through the mobilisation of relevant public services (economic, social, cultural) at national and local levels, as well as the support to civil society actions (human rights associations, lawyers and media) both in terms of advocacy and support to public.

Migration policies in the Mediterranean

The Mediterranean region is a complex migratory space of origin, transit, and destination, crossed by many different migratory routes. There are the so-called “economic” migrants, forced displaced persons and refugees. When some corridors are closed, others are created and there is an increase in the number of enclosed spaces such as enclaves, border-cities, detention centres, waiting areas at the border or refugee camps (some with strict entry-exit rules). Another important feature of the region is the large volume of financial remittances from diasporas, which account for between 5% and 10% of the GDP of the countries of the region.

Migration policies undertaken by most of these countries are heterogeneous and their implementation could be improved. Between the criminalisation of illegal residence on the national territory, the respect of human rights and the strengthening of the links with their diaspora, the institutions in charge of migration policies are often torn between contradictory political injunctions, a complex inter-ministerial dialogue and the views of their public opinion on controversial issues such as expulsions from Europe or the reception of refugees in already fragile areas. As a result of their political and economic role, the links with overseas residents and diasporas is a major chapter of public action. Where migration policies do not affect all aspects of migration (emigration, immigration, asylum procedures, insertion, integration, return, contribution of diasporas), migrant populations are marginalised.

20 - See the recent documentary presented at the Film Festival and the International Human Rights Forum of Geneva of March 2018, entitled *Libye. Anatomie d'un crime*, by Cécile Allegra on rape in Libya.

Table 2 - Summary of migration policies in Morocco, Tunisia, Algeria and Jordan

	Morocco	Tunisia	Algeria	Jordan
National migration policy	X	X		
Ratification of the Geneva Convention of 1951	X	X	X	
Stay of foreigners	X			
Integration of migrants	X			
Mobilisation of the diaspora	X	X		
National procedures of eligibility for refugee status and asylum law	X			
Reception of refugees	X			X
Deportation			X	

Morocco is historically a migratory crossroads because of its strategic position between African Europe and the Arab world. Over the last decade, the country has gradually become a transit zone for migrants from sub-Saharan Africa to Europe and has experienced a significant increase in the number of both regular (students and workers) and irregular migrants. As a signatory (as from 1956) of the 1951 Geneva Convention, in order to compensate for the lack of an effective national procedure for the recognition of the refugee status, Morocco has an office for refugees and stateless persons since 2013.

At the initiative of King Mohamed VI, adopted in 2013-2014, the new Moroccan migration policy seeks to respond to the economic, cultural and social challenges of migration in Morocco, taking consideration of the humanitarian, integration and governance dimensions (including at regional level). It is structured around the *Stratégie nationale d'immigration et d'asile* (SNIA, December 2014)²¹ and the *Stratégie pour les Marocains résidant à l'étranger* (SNMRE)²² and is led by the Ministry of Moroccans Residing Abroad and Migration Affairs (MCMREAM). The determination to better coordinate the management of foreigners on Moroccan territory and Moroccans abroad and to consider mobility in its entirety is at the heart of the Moroccan model. Thus, one of the flagship political measures decided in 2014 is the launch of the large campaign to regularise sub-Saharan migrants living in Morocco (more 30,000 people).

21 - Translator's note – National Immigration and Asylum Strategy.

22 - Translator's note – Strategy for Migrants Residing Abroad.

As a result of its pioneering migration policy in the region and its long experience in managing the *Marocains du monde* (MDM)²³ and their children, the country is positioning itself as a leader in sub-Saharan African countries. In this respect, in December 2018, Morocco will host the UN meeting that will lead to the adoption of global pacts on migration and refugees. On the occasion of the 30th African Union Summit, Morocco has also proposed the implementation of an African agenda for immigration including the establishment of an African observatory of migration as a main measure.

Following the Jasmine Revolution (2010-2011), in 2012, Tunisia developed a national strategy paper on migration that gives particular importance to the support of *Tunisiens résidant à l'étranger* (TRE)²⁴. Like in many African countries, the Tunisian government's project proposals focus on migrant citizens, returnees and transfers from the Tunisian diaspora. It is estimated that more than 10% of Tunisians live abroad. The Tunisian institutional framework on migration has recently been strengthened by the creation of a Secretary of State for Migration and Tunisians Abroad and the development of a National Migration Strategy.

As regards asylum, Tunisia has signed the 1951 Geneva Convention in 1957. In 2011, the new Tunisian authorities decided to establish a national legislative framework for the protection of refugees. This framework was formalised by the adoption of the Constitution in February 2014, which provides for the right of political asylum for the protection of refugees and the struggle against their extradition (Article 26). The Tunisian Parliament has recently adopted a new law on the fight against trafficking of human beings in accordance with the relevant UN protocol. Despite this legislation, migrant rights associations continue to note an increase in discrimination and situations of domestic servitude and exploitation through labour.

Algeria ratified the Geneva Convention on the Status of refugees in 1963. Article 69 of the Algerian Constitution is devoted to their protection. Following this ratification, the Algerian authorities have set up an Algerian Office for Refugees and Stateless Persons, a structure that does not fulfil its mandate (determination of the refugee status and related rights). By the end of 2017, in Algeria there will be 100,000 sub-Saharan migrants coming from Cameroon, Nigeria, Mali or the Ivory Coast. In the absence of domestic legislation to regularise residence or the implementation of asylum legislation, migrants are forced to clandestinity, a situation that makes the effectiveness of their fundamental rights *de facto* very difficult (right to health, education and formal work).

According to the le UNHCR, there are 87 refugees per 1,000 inhabitants in Jordan, excluding Palestinian refugees²⁵ who have been in the country since 1948 and who

23 - Translator's note – Moroccans around the world.

24 - Translator's note – Tunisian residing abroad.

25 - Only the Palestinians are recognised as refugees by the authorities in the State where they habitually reside and when they are registered with the UNRWA. In the absence of specific legislation to ensure the registration and protection of refugees, the UNHCR implements asylum procedures and collaborates with the authorities of the countries concerned through the signing of a Memorandum of Understanding which specifies the mandate of the UNHCR.

represent nearly half of the population of the Hashemite Kingdom. Yes, Jordan is not a signatory of the 1951 Geneva Convention related to the status of refugees. For the Syrians, the Administration of Residences and Borders issues a specific service card valid for one year and renewable. The lack of legal status places them in a situation of vulnerability. This status imposes restrictions on the choice of their place of residence on Jordanian soil and does not allow them to enter the formal labour market. The geography of Jordan has been transformed by the permanent settlement of forced displaced people on its territory. Entire neighbourhoods in Amman have developed around Palestinian refugee camps, which today are an integral part of the Greater Amman. This situation leads to many debates on the relationship between the host population and the refugee population as regards the pressure on the rental market, the overall increase in prices, the deterioration of security in certain areas, competition in the labour market.

Box 2: Jordan: Response plan to the influx of refugees

The *100 Resilient Cities* platform and the humanitarian organisation International Rescue Committee (IRC) have supported the Greater Amman Municipality in developing a resilience strategy to address the needs of migrants and displaced people. This support took the form of help to collect data, conduct visits to settlement sites and organise of workshops to feed this strategy. Based on these recommendations, the Greater Amman Municipality decided to open an Urban Resilience Research Centre to gather the necessary information on marginalised groups such as migrants or displaced people, with special attention to women and young girls. The municipality has also promoted intercultural meetings so that host populations and migrant populations can interact regularly.

The analysis of the situation of these four countries makes it possible to clearly the following lines:

- There is still a significant gap between the ratification of international commitments and the concrete handling of the vulnerabilities of forced displaced persons and asylum seekers. Development agencies can play a role in supporting the implementation of migration policies.
- There is little formal space for civil society involvement in the formulation of policy and strategy for migration and asylum, whereas civil society is strongly involved in addressing humanitarian situations.
- The relationship to residents abroad and diasporas is the part of migration policies that mobilises public authorities that are undoubtedly aware of the economic and political impact of these populations.
- Data on asylum seekers and refugees are lacking. The role of national human rights institutions (NHRIs) like that of Morocco, remains crucial for the collection, analysis of data and the formulation of recommendations on public asylum policies²⁶.

26 - For further information refer to the Moroccan National Council of Human Rights "Étrangers et droits de l'homme au Maroc. Pour une politique d'asile et d'immigration radicalement nouvelle", September 2013 (http://cndh.ma/sites/default/files/etrangers_et_droits_de_lhomme.pdf).

“Climate refugees” in debate

According to the UNHCR analysis, nearly 250 million people will have to move in 2050 due to a degraded environment. From 2011 to 2014, there were already 83 million people displaced by climate change, and more than 24 million people in 2016 alone. These population movements are the result of often recurring natural disasters and of environmental degradation, climate processes such as desertification, drought or rising sea levels. For instance, some Pacific archipelagic states such as Tuvalu (11,000 inhabitants) are threatened by this scourge. Migration is the only way to survive these major climate changes.

Climate change is an accelerator of economic, social and institutional weaknesses. The effects of these environmental phenomena are all the stronger in terms of migration as other causes are combined (bankrupt State with endemic corruption, land grabbing and rivalry for scarce resource control, lack of democratic governance, discrimination and human rights abuses)²⁷. Faced with the forecast of the number of people displaced by climate change, recent research²⁸ places climate below the factors related to education, demography in the determinants of forced migration. Women who disproportionately suffer from poverty are all the more vulnerable when climatic conditions cause increased droughts or floods in remote areas or overcrowded urban areas. Women and children are fourteen times more likely than men to die in a natural disaster²⁹.

Very widely posed today, the issue of climate change is referred to in a multitude of terms: people displaced due to natural disasters, eco-refugees, ecological refugees, environmental migrants or refugees or even climate refugees³⁰. To date, there is no internationally accepted definition of human mobility for environmental or climatic reasons. This issue questions the content of the 1992 United Nations Framework Convention on Climate Change. In this perspective, several initiatives have been developed in favour of the recognition of a status for this category of displaced persons. Norway and Switzerland launched the Nansen Initiative. Based on regional consultations involving governments and civil society, this intergovernmental process is aimed at reaching a consensus among voluntary States – and without using the UN framework – to propose an agenda for the protection of people displaced by natural and climatic disasters. The adoption of the Agenda in 2015 enabled to close the Nansen initiative extended by the Platform on Disaster Displacement launched in May 2016 and intended to implement the guidelines and recommendations. If the adoption of a binding international treaty on the issue of climate or environmental refugees now seems to be utopian, the issue of climate justice and State

27 - Resolution 1655 (2009), *Migrations et déplacements induits par les facteurs environnementaux: un défi pour le XXI^e siècle*, Assemblée parlementaire du Conseil de l'Europe.

28 - Flore Gubert (IRD-DIAL), “Les déterminants de la migration au Mali”; Frédéric Doquier (Catholic University of Louvain) and Hillel Rapoport (University of Paris-1-Panthéon-Sorbonne), “Migrations changements climatiques et inégalités en Afrique sub-saharienne”.

29 - Resolution of the European Parliament of 16 January 2018 on women, gender equality and climate justice (www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P8-TA-2018-0005+0+DOC+XML+V0//FR).

30 - Christel Cournil, “Les ‘réfugiés environnementaux’: enjeux et questionnements autour d’une catégorie émergente”, *Migrations Société*, 22 (128), March-April 2010, p. 67.

accountability could be the subject of further strategic discussion and concerted dialogue during meetings of the International Development Finance Club (IDFC) in particular.

The challenge of employment and professional integration

Migrants are often presented as a burden on public finances and a threat to the economic well-being and social cohesion of societies in transit or destination countries. Marked by the economic crisis and the austerity measures adopted since 2008 by several Member States, the European context has created an enabling environment for the emergence of an increasingly hostile rhetoric towards migrants and refugees that we also find beyond the European continent. However, the Organisation for Economic Co-operation and Development (OECD) has demonstrated that immigration is an “investment” in the short term, it does not represent a heavy medium-to-long term burden on the public finances of the countries concerned. Whether skilled or unskilled, migrants make a positive contribution to the labour market, particularly when considering the workforce shortages in low-skilled or heavy sectors.

Without the contribution of the professional experience of migrants, some economic sectors such as construction, seasonal agriculture, tourism, health services or personal/home services would be in difficulty. This positive contribution is also to be put in perspective with a globally aging Europe whose working age population is expected to fall by 10.5% by 2050 and whose fertility rates are – with the exception of France – below the generation replacement threshold. According to projections by the Parliamentary Assembly of the Council of Europe (PACE), Europe would need 40 to 60 million immigrant workers by 2050 to maintain its level of prosperity and well-being.

In addition, the links created by migrants with foreign markets are likely to offer new strategic growth prospects for the private sector and, first and foremost, for companies. In the Mediterranean, Morocco and Lebanon value the contributions of their residents abroad. Recent works conducted by the World Bank on the impact of the Syrian conflict on neighbouring economies – particularly the Lebanese economy – indicate a positive relationship between refugee influx and the growth rate of gross domestic product (+2.5% in real terms in 2015 in Lebanon, the highest rate since 2010).

In countries of transit and host countries, the development of the capacities of migrants contributes to their access to procedures of recognition of diplomas and professional skills. For instance in France there are mechanisms for the Validation of Acquired Experience (VAE)³¹, the Validation of Higher Education (VES)³² or Validation of Personal and Professional Achievements (VAPP)³³. Given their potential as vectors for integration into the formal economy, it would be of benefit to

31 - Translator's note: *Validation des acquis par l'expérience.*

32 - Translator's note: *Validation des études supérieures.*

33 - Translator's note: *Validation des acquis personnels et professionnels.*

inform migrants on these mechanisms and to gain the support of cooperation agencies, particularly in the southern Mediterranean countries. Other associations work on the transmission of professional and cultural codes, such as the Kodiko association in France, *Mentorat Emploi Migration* in Switzerland, which develops a system of a professional duo (a Swiss and a foreigner) of the same sector, or Talent Beyond Boundaries (TBB) in the United States, with a pilot project in Jordan and in Lebanon including the creation of a “Talent Catalog” of more than 10,000 professional skills of refugees coming from the two aforementioned countries³⁴. These projects could inspire actions of cooperation agencies and donors. The professional integration of migrants is also conditioned by the existence of support networks (in particular those of the diaspora), an axis that cooperation and development agencies like the *Agence française de développement*³⁵ have already invested, for example through the support programme for projects of international solidarity organisations of immigrants (PRA/OSIM)³⁶.

Mobility and the challenge of urban governance

A month after the announcement of the New York Declaration for Refugees and Migrants on 19 September 2016 by the UN General Assembly, the UN Member States adopted the New Urban Agenda (NUA) during the Habitat III conference in Quito, Ecuador. This Agenda is of particular importance as the United Nations has for the first time, committed itself to integrating the cross-cutting dimension of migration into the strategic planning of cities and the management of urban systems, while ensuring the effectiveness of human rights for all the inhabitants of these cities. This reinforcement of international cooperation of cities on the subject of migration, with a particular attention given to the coherence of urban policies and coordination mechanisms at different levels (local, central, regional), enables to highlight the positive contribution and the impact of migration on cities, while strengthening the links between urban and rural areas.

Cities play a fundamental and strategic role in hosting refugees, providing both facilities and services to meet their immediate needs, and opportunities for their long-term social and economic integration. The challenge lies in the participation of migrants, displaced persons and refugees in spaces for consultation and decision-making. In this regard, some best practices are to be mentioned: the city of Sao Paulo (12 million inhabitants, 5% of whom are migrants of 78 different nationalities) has recently developed training courses for municipal officials on the theme “We are all migrants”. A “municipal council of migrants” to provide space for exchange and consultation has been established.

34 - For further information, refer to the website of Talent Beyond Boundaries (<https://talentbeyondboundaries.org/talent-catalog.html>).

35 - Translator's note: French Development Agency.

36 - See the presentation brochure of the la AFD (www.afd.fr/sites/afd/files/2017-08/Organisations-Societe-Civile-plaquette.pdf).

Box 3: The *Conseil nantais pour la citoyenneté des étrangers* (CNCE), an example of migration governance

Established in 2003, the *Conseil nantais pour la citoyenneté des étrangers* (CNCE) strives to make the voice of migrants, asylum seekers and refugees heard in public space in Nantes in order to facilitate decision-making in local habitat and planning, social and health policies and to make proposal on topics of common interest. This Council is aimed at ensuring that foreigners in Nantes are listened to by the local authority and its partners and particularly contributes to the implementation of two municipal policies of reception and integration of foreigners while struggling against exclusion and discrimination.

The initiatives are all the more important as only 30% of displaced persons in the world live in camps and 60% of the forcibly displaced live in urban areas. This phenomenon first and foremost affects Africa and South Asia, where unplanned urban sprawl caused by the massive influx of new arrivals brings about new challenges to be met: the proliferation of precarious neighbourhoods, difficulties of access to services, employment deficit and lack of resources to finance infrastructure³⁷.

Box 4: Decentralised cooperation between the Kasserine governorate (Tunisia) and the Tuscany region (Italy)

The decentralised cooperation project between the Kasserine governorate (Tunisia) and the Tuscany region (Italy) developed by the United Nations Joint Migration and Development Initiative (JMIDI)³⁸ is aimed at using the skills of health workers of the Tunisian community in Tuscany to strengthen the quality of access to health care of the inhabitants of the Kasserine governorate. The activities promoted in this framework focused on training and the transfer of skills, the implementation of an information and awareness raising campaign on the issue of neonatal care, maternal and child health for the Tunisian communities of Tuscany and the population of Kasserine and the purchase of basic equipment for clinics in the Kasserine governorate.

Conclusion

The legal and political dimensions of the categories of migrants (migrants, forced displaced, refugees...) are the result of the accumulation of fundamental, international and national rights strata. Some categories are legally defined while others suffer from a lack of consensus on an international legal definition as is the case of environmental displaced persons. In any case, development agencies have a role to play in supporting the development of migration policies of third countries, and in the effective implementation of migrant's rights and their socio-economic

37 - With regards to these issues, it would be interesting to further analyse the consequences of the massive influx of migrants on the island of Samos, which received five times more migrants than inhabitants.

38 - The Joint Migration and Development initiative (JMIDI) is a project developed by the United Nations Development Programme (UNDP).

integration. These issues must involve civil society actors, local authorities and migrants as actors in territorial governance but also in the global governance of migration.

The need for a change in perspective is another major challenge. Migrants are still too often perceived as burdens and not as vectors of social cohesion, economic promotion and “better living together”. Projects of education to citizenship and international solidarity supported by development agencies and namely developed by civil society organisations strive to improve the perception and reception of migrants. The contribution of the media is also essential.

Innovative partnerships revolving around training and as a vector of soft power could be established with the *École nationale d'administration* (ENA)³⁹ in France, the ENA “sœurs” but also the *Organisation internationale de la francophonie* (OIF)⁴⁰ and its institutional networks. Beyond the need to train different professional sectors on the issues of refugees and asylum, development agencies can contribute, at the request of States, to the formulation and implementation of national migration policies including asylum and the determination of the refugee status. The strengthening of civil society actors and the promotion of multi-stakeholder spaces are essential elements of the method. The *Agence française de développement* has developed a solid experience on this subject, namely through multi-stakeholder concerted programmes (PCPA)⁴¹ that could integrate mobility issues into their agenda.

The involvement of cooperation and development agencies in international or regional dialogue and thematic platforms in connection with national diplomacies opens a new avenue of reflection. For example, institutional or informal dialogue can be developed with the Global Knowledge Partnership on Migration and Development Network (KNOMAD) and the International Detention Coalition, which work on finding alternatives to migrant detention, one of the sources of disagreement of the two global compacts. In the same vein, regular exchanges on the issue of forced displacement and refugees can be organised with certain UN agencies (UNCTAD, UNESCO, IOM, UNHCR) or with international cooperation agencies (DfID, GiZ, AECID, ADA...).

The “Migration Protection, Resilience” (MPR) paradigm proposes elements of strategy, objectives and actions of prevention, awareness-raising/lobbying and reaction. Its comprehensive understanding would ensure the combination of two complementary approaches, the socio-economic approach of vulnerability and the rights-based approach, both of which enable to work on the strengths and potentialities of resilience of forced displaced persons, asylum-seekers and refugees in the short, medium and long terms. This new paradigm is an extension of the reflections on the emergency – development nexus.

39 - Translator's note – National School of Administration.

40 - Translator's note – International Organisation of La Francophonie.

41 - Programmes concertés pluri-acteurs.