

International Conference

Looking Beyond the Crises: Impact of Mass Migrations on Local, Regional, National, and EU Governance

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Over the past few decades many countries worldwide have faced major movements of refugees and migrants from countries where they have experienced war, persecution, or economic or environmental pressure. Although displacement is not a new phenomenon, 2015 and 2016 have witnessed the largest mass migration of people to and within Europe since World War II, mainly caused by the war in Syria, which created more than 10 million internally displaced people and refugees. The EU has been struggling to find an appropriate and collective response to the refugee influx, trying to accommodate refugees, sustain national security, and reassure the host populations.

In the light of longstanding debates about the challenges of migrations and the integration of refugees and migrants into host societies, the Institute of Public Administration organised an international scientific conference that was held from 11 to 14 May 2017 on the premises of the Centre for Advanced Academic Studies (CAAS) of the University of Zagreb, located in Dubrovnik, Croatia. The conference was aimed primarily at discussing the different experiences of local communities with regard to the integration of refugees and migrants.

The conference was organised in collaboration with two research committees (RCs) of the International Political Science Association (IPSA) – RC05 (Comparative Studies on Local Government and Politics) and RC32 (Public Policy and Administration) – and was held under the aus-

pices of the President of the Croatian Parliament and with the support of the Study Centre for Public Administration and Public Finance, Faculty of Law, University of Zagreb, and the UNHCR Representation in Croatia. It hosted more than 40 participants from all over Europe.

During the three days many issues were discussed with regard to governance, mass migrations, integration of migrants, and representative and participative governance. These included: the nexus between the EU framework for the integration of migrants and refugees and recent developments at member state level; best practices and different approaches to the implementation of national integration policies at the local level; challenges in the development and implementation of local integration policies; the impact of migration on local and regional public services; the problem of coordination of different actors involved in the implementation of integration policies; administrative capacities of local, regional, and national administrations in developing and implementing migration and integration policies; implications and challenges that migration trends bring to the management of cultural diversity in local communities; and the role of migration in shaping the future of cities.

A pre-conference PhD panel entitled *Governance and Society*, chaired by Professor Emeritus Fred Lazin, gave PhD students an opportunity to discuss the problems and issues of their research projects.

During the opening ceremony the audience was addressed by Professor Ivan Koprić, President of the Institute of Public Administration and Head of the Chair of Administrative Science at the Faculty of Law, University of Zagreb. In his role as president of the organising committee he welcomed the participants and stressed the importance of embracing migration studies as an inevitable part of administrative science. The other members of the organising committee, Professor Norbert Kersting, Chair of IPSA RC05, and Professor Zdravko Petak, Vice Chair of IPSA RC32, emphasised that the EU should find stable political solutions to help migrants and refugees, and that local communities, especially cities, whose role the conference focused on, are of special importance for the integration of migrants. Mr Jon Hoisaeter, UNHCR Deputy Regional Representative for Central Europe, stressed the importance of international refugee law and its effective implementation.

In order to evaluate the effects of migration movements on governance and vice versa, from the perspective of various scientific disciplines, a plenary opening session and eight thematic panels took place over the following three days. The presentations during the opening session sum-

marised the main areas of the governance of migration. Assistant Professor Goranka Lalić Novak presented an overview of the impact of mass migrations on local, regional, national, and EU governance at the level of policy and legislation, level of implementation and practice, and level of values. Professor Peter Scholten analysed changes in urban governance and the concept and management of diversity, and argued that disjointed governance and group-targeted policies should be replaced by polycentric governance and the whole-society approach. Professor Eckhard Schröter discussed integration and the potential and limitations of public bureaucracies as politically and socially representative. Professor Zdravko Petak analysed EU policy-making and policy coordination in the field of migration and asylum during and after mass migrations.

Panel 1 addressed the topic of the (uneasy) nexus between the EU and its member states regarding immigration and integration policies: in the case of Czech Republic (Dr Helena Bauerová), comparatively (Noemia Bessa Vilela and Professor Boštjan Brezovnik), and through an analysis of problems in the enforcement of the Dublin Regulation (Assistant Professor Dario Čepo).

Panel 2 analysed good practices of implementing local integration policies, as well as cases of maladministration. Professor Snežana Đorđević presented comparative examples of integration policies in Bologna, the Veneto region, and Midtown, Norway, as good examples in contrast to Malmö, Sweden. Dr Aleksandra Winiarska and Magdalena Wojno showed that the city of Warsaw, Poland, has taken important steps towards the integration of refugees but needs additional funding and long-term coordination with the central government. Professor Veran Stančetić presented a four-pillar design for refugee policy: existential (public space and basic infrastructure), socio-economic, cultural-educational, and integrational. Zoran Drangovski presented the challenges of integration in FYR Macedonia and the problems faced by the Macedonian Young Lawyers' Association in providing legal assistance to refugees and migrants.

Panel 3 tackled the challenge of administrative capacities for immigration policies. Professor Istvan Temesi argued that in the case of Hungary administrative capacities were developed and focused on state borders, as the goal was to keep asylum seekers outside. Professor Yeseren Elicin analysed integration policies in the city of Istanbul, Turkey, where refugee centre services delivered to Syrian refugees include the provision of basic commodities, legal counselling, health, and education, while housing and employment are not successfully delivered. Iva Lopižić and Assistant Pro-

fessor Goranka Lalić Novak provided an overview of the development, roles, and organisation of deconcentrated state administration and analysed its role in migration policies in selected EU member states.

Panel 4 addressed the impact of migrations on the management of cultural diversity. Assistant Professor Remzie Istrefi emphasised that in Kosovo, the implementation of minority rights is still weak. Dr Tijana Vukojičić Tomić analysed diversity management and the prospects of migrant integration in European Union policies and concluded that the best prospects for migrant integration lie in employment. Desirée Campagna and Dr Daniela Angelina Jelinčić compared inter-culturalism policies in three Croatian cities (Pula, Rijeka, and Osijek) and concluded that Pula has attained the best result. In the Panel 5 the role of cities in integration policies was demonstrated by Professor Norbert Kersting in the case of 27 German cities where advisory boards for migrants are seen as very important by both local councillors and citizens. Professor Anna Krasteva analysed the city of Sofia, Bulgaria, as a “Janus city”, with the characteristics of both a closed and an open city to refugees and migrants. Daria Dubajić emphasised the opportunities and challenges for city governance of migration that lie in international and EU charters and policy documents.

The topic of panel 6 was a comparative institutional analysis of migration policies. Professor Benedikt Speer described how Austria handled the refugee crisis; Professor Jernej Letnar Čeranić tackled the problem of the fear of others as a long-term structural fabric of societies in CEE countries; and Dr Giorgia Bulli, Dr Sorina Cristina Soare, and Dr Mattia Zulianello discussed the variability in adopting immigration frameworks between mainstream and populist parties in Italy.

Panel 7 explored the impact of migration on the delivery and performance of local public services (health, education, and social welfare) in the light of the fiscal crisis and the declining welfare state in Serbian cities (Professor Ana Čekerevac and Assistant Professor Natalija Perišić) and generally in the EU, taking into account the EU indicators of immigrant integration (Professor Vedran Đulabić).

The final panel centred on the coordination of institutions and actors in implementing integration policies. Professor Emeritus Fred Lazin showed that in the case of Israel, the government allows skilled Russians to enter, limits political asylum for Ethiopians, who are seen as second-class citizens, and hinders the entry of Palestinians. Assistant Professors Goranka Lalić Novak and Teo Giljević emphasised that in Croatia the legal and institutional framework for integration policies is well developed, but the

capacity of monitoring the implementation of government decisions is still weak. Professor Tuan N. Samahon argued that in the USA immigration federalism allows experiments such as sanctuary jurisdictions but the externalities and non-coordination are thus higher.

At the end of the conference, Professor Ivan Koprčić presented the conclusions of the gathering. Participants were invited to submit their papers to the scientific journal *Croatian and Comparative Public Administration* so that they may be published in two special issues devoted to migration governance.

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