Federica Infantino

Schengen Visa Implementation and Transnational Policymaking

Bordering Europe
CONTENTS

Introduction 1

The Bordering of Europe: A Comprehensive Implementation Perspective 4

Discretion and Policy-Making 7

A Research Design for an Evolving Puzzle 11

The Selection of the Comparative Case Study 14

Contributions of the Comprehensive and Comparative Implementation Approach 16

The Outline of the Book 21

References 26

Part I Texts and Contexts

Schengen Visa Policy-Making: Shifting Competence While Authorizing Discretion 35

EU Visa Policy: A Compensatory Measure to Free Movement 37

From 1993 Onwards: Communitarizing Schengen Rules 43

Foreign Affairs Concerns for New EU Institutional Players: The 'Friendly and Unified Europe' Frame 45

The Regulation of Decision-Making: A Source for National Discretion 55

Conclusion 63

References 64

ix
**Morocco: One ‘Third Country’ but Three National Contexts**

- Old and Interdependent: Migratory Movements Between France and Morocco
  - Page 67
- Seeking the Opportunity: Visa Requirements to Go to France
  - Page 69
- The Need of Workforce: Moroccan Migration to Belgium
  - Page 73
- The End of Immigration Policy: Visa Requirements to Go to Belgium
  - Page 77
- The Reversed Tendencies: Italians in Morocco, Moroccans in Italy
  - Page 81
- Joining the European Club: Visa Requirements to Go to Italy
  - Page 83
- The Measures of Distinct Flows and the Challenges of Statistics
  - Page 86
- Conclusion
  - Page 90
- References
  - Page 98

**The National Sense Making of EU Visa Policy**

- The Understandings of Visa Policy in Morocco
  - Page 103
- Visa Policy as Sensitive Migration Control
  - Page 104
- Visa Policy as Scorned Migration Control
  - Page 105
- Visa Policy as Migration Control and Diplomacy
  - Page 108
- The Narration of Flows
  - Page 110
- The Networked Applicants
  - Page 113
- The Demanding Applicants and the Clientes
  - Page 115
- The Wrong Applicants
  - Page 117
- Conclusion
  - Page 119
- References
  - Page 120

**Part II  Bordering in Practice**

**The Politics of Management**

- The Materialization of Sovereignty
  - Page 125
- Processing People into Visa Applicants
  - Page 126
- Street-Level Diplomacy: The Visa Application Process
  - Page 127
- Humans and Non-humans: The Visa Examining Process
  - Page 133
- Managers and Frontline Workers
  - Page 139
- Interventions from the Home Country
  - Page 139
- Non-humans: Schengen and National Technological Toolboxes
  - Page 143
- Conclusion
  - Page 147
- References
  - Page 153
CONTENTS

Policy Work in Visa Sections 155
   Visa Sections: A Downgraded Workplace? 157
   The Mismatch Between Hierarchy, Responsibilities, and Tasks 158
      Belgium: Suspicion Within 159
      France: The Co-nationals 161
      Italy: New and Old Generations 163
   The Knowledge Required to Perform the Job 165
   The Framing of Decision-Making 169
      The Structuring of Understandings: The Case of Belgium 169
      Supervisory Authority and Consistency: The Case of France 171
      Lack of Supervisory Authority: The Case of Italy 172
   Conclusion 175
   References 176

The Making of Decisions 177
   Understanding Decision-Making 178
      Split and Divided: The Belgian Implementation Style 181
         The Consular Tracking of and Fight Against 185
            ‘Pseudo-Legal Migration’
         The Management of the Risk of Contestation:
            The Aliens Office 189
            The Subjectivity of Facts: Empirical Examples 191
   At the Front Line of French Migration Control 196
      Inside the ‘Assembly Line’ 197
   Uncertainty in Action: The Italian Case 204
      Maintaining and Making New Routines 206
   Conclusion 213
   References 214

Transnational Policy-Making from Below 217
   The Birth of a Local Community of Practice 218
      Shared Know-How for Detecting ‘Fake’ Marriages 225
   Informality Versus Local Schengen Cooperation 230
   Transnational Policy-Making from Below 232
   Conclusion 235
   References 236