



TRAIN THE TRAINER MODULE

FOR CREATING WELCOMING SOCIETIES

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I. Introduction

Aim of this document

The aim of this document is to present a train the trainer module on migrant and refugee integration with the objective of supporting local communities in creating an inclusive environment that fosters the inclusion and integration of migrants, refugees, refugee-like persons, beneficiaries of international protection, returnees and any other category of migrant, while also contributing to creating structures that facilitate welcoming communities between natives and migrants/refugees alike.

This aim shall be understood against the backdrop of Armenia's longer-term objectives, i.e. to increase Government capacities for migration and asylum governance in view of the EU-Armenia Visa Facilitation and Readmission Agreements and Mobility Partnership; to prepare for the possible EU-Armenia visa liberalisation dialogue; and to strengthen inter-agency cooperation through further extension of the Integrated Border Management (IBM) concept and its principles into Armenia's border management system with a focus on core areas, such as the simplification and harmonisation of procedures; to improve the service level for end users; to facilitate trade; and to further develop transport corridors. Considering this, a focus on just the local community would not suffice. Attention to upholding the human and labour rights of all migrants and refugees and to ensuring inclusion of all and social cohesion are also key migration governance concerns. Hence, the overall aim of the module is to provide both national and local decision makers and practitioners with a flexible toolkit, on which they can build in developing their national and local integration policies and actions for their country.

Target audience for this document

In general, this document addresses national and/or local authorities. More specifically, it supports the learning methodology applied in the train the trainers workshop offered on 5-6 March 2018 in Yerevan to the local experts from Mission Armenia, Asylum and Integration Units of SMS, State Employment Agency, UNHCR, and other international organisations and/or NGOs dealing with asylum/refugee and migrant integration in Armenia. The aim of both this document and the training workshop is to enhance capacities of a number of pre-selected local experts in conveying practical, hands-on integration and human rights related knowledge to relevant staff of local authorities and public service providers.



Ideally, the approaches and lessons learned from this training will be adapted and used in different local and regional contexts in Armenia. This is especially important to emphasise since local and regional authorities play such an important role in the development and implementation of integration policies across Europe and worldwide, regardless of how a nation may divide integration policy responsibilities across the various levels of governance.

Method of development

The development of this document and training methodology derives from a wealth of different levels of expertise, for instance, from extracting prominent practices, policies and legislation that have been proved to work in the field of integration; interviews with migrants and refugees about their specific experiences; comparative research carried out that identifies different factors that facilitate and hinder the integration process in different contexts; theoretical and practical methods for teaching intercultural communication, diversity, and conflict mediation; grassroots experiences from local actors, including social service providers like Caritas, who are working on a daily basis to respond to the needs of the most vulnerable, in addition to other experts and local actors responsible for setting up and implementing national integration plans. Finally, also an analysis of existing methods and grey literature transpired, drawing also from existing components on integration modules. Desk research to support this effort included, among others, a review of: “The Toolkit on the use of funds for the integration of people with a migrant background”; the European Web Site on Integration; The European Modules for Migrant Integration to support the integration process; the Handbooks on Integration for policy-makers and practitioners; The Common Basic Principles, and The European Action Plan on the Integration of Third Country Nationals. Besides research from the European Commission, additional content was also drawn from the UNESCO-ECCAR-GMPA “Cities Welcoming Migrants and Refugees” and the forthcoming sequel “Handbook for city practitioners, welcoming cities for refugees and migrants, promoting inclusion, protecting rights”, the new ILO book Promoting a Rights-based Approach to Migration, Health and HIV & AIDS, a Framework for Action; “The handbook for city practitioners, welcoming cities for refugees and migrants, promoting inclusion, protecting rights”, Caritas Europa’s “Welcome. Migrants Make Europe Stronger” publication, its new online integration toolkit, entitled “Recipe Book for Integration. Prepare your community for the encounter” various GMPA reports and policy briefs, and the work conducted by the Council of Europe, among numerous other resources. This, this module on migrant integration combines both theoretical as well as practical sections.

Understanding this module



While there is not one simple way to achieve an environment that fosters refugee and migrant integration, this module is meant to provide a reference of different thematic areas which should be considered in developing and implementing integration policy frameworks and practical measures. It is not binding and does not intend to stifle or harmonise the measures that are already carried out in your country. Rather, it serves as a toolbox, which offers different sets of solutions, specific approaches, recommendations and possible strategies to meet national policy, legislative or financial requirements.

Since each context is different, it is important to allow participants time for small group discussions to contextualise the situation, exchange perspectives on the reality in their context, and to consider different views, whether from the perspective of a refugee or a government administrator. The methodology is to thus ask questions, so the participants themselves can reflect what solutions may be needed.

Proposed solutions always need to be tailored to the realities and contexts of the local receiving community. As such, this module seeks to provide a framework of reference for communities to consider in order to facilitate local integration practices and policies. It offers a type of checklist for stakeholders to consider for increasing the quality of policies and practices, the communication, and the performance of practitioners and public service providers relevant to facilitating integration and creating welcoming societies. The module includes measures targeted both at refugees and at actors representing the receiving society.

It must be used in full respect of your country's national legislation. But in the event, such legislation is remiss, this module may offer a useful guide for proposing legislative updates to ensure an integration policy framework that is coherent across all policy fields in your country. The module contains a number of components that can be used independently from each other, but should be perceived as a coherent package for developing your country's integration policy. It is recommended that all the components be taken equally seriously in order to ensure an integrated and comprehensive long-term approach for fostering a welcoming and inclusive society. The general target group of the integration training needs to be reflected in each training, so the questions for the small group exchange may need adaptation for the specific audience.



Finally, this is also meant to be a supportive guide for trainers to replicate across different contexts. For this reason, this module takes into account existing knowledge, stresses the importance of exchanging experiences, and provides recommendations for improving policies and practices to create an environment that enables and fosters attitudes and practices conducive for creating a welcoming and inclusive context for all.

Structure of the module

In addition to this introductory chapter, this module comprises six further chapters. The second chapter provides a brief overview of the global migration realities and the international normative and policy framework on migration. The third chapter presents a definition of integration, inclusive and welcoming societies and the framework for understanding the objectives for achieving successful integration. The fourth chapter presents common challenges around integration, presenting a categorisation of cultural, socioeconomic and structural challenges. Chapter five entails an analysis or overview of international/European promising practices on refugee integration at national and community levels. This includes a description of factors for success and recommendations on how to cope with common challenges in the integration process of refugees at the local (and national) level. It also entails suggestions for measuring integration success. Chapter six focusses on promising practices in communication and includes intercultural communication tools for local authorities, public service providers and other state and non-state actors vis-a-vis refugees and asylum seekers to practice toward achieving intercultural communication competencies. Finally, the last chapter entails the conclusions.

II. Overview: global migration context and framework

Global

This overview chapter presents a contextual summary of main migration features and dynamics today, emphasising the predominant character of migration today as internationalised labour and skills mobility and the crucial relationship of migration today with development and the socio-economic welfare of societies worldwide. It also highlights the largescale forced displacement of people resulting from warfare, armed conflict,

The second part of the chapter summarises the comprehensive international legal framework for governance of migration, including protection of refugees and the several complementary global policy frameworks on migration, including those with elements addressing inclusion



and integration. This section also outlines the international institutional architecture supporting good governance of migration at national and local level.

Mention is made of the exemplary adherence of Armenia to the key international instruments for migration governance, including refugee protection and protection of rights of migrants.

Small group exchange to answer to specific contextualisation in Armenia

- What is the context in Armenia? What is the demographic make-up, i.e. who composes the main migrant/refugee populations? Does a national integration plan already exist? Is it being implemented effectively? What are the main challenges?
- How do the migrants and refugees in your country perceive the structural or institutional factors influencing their ability to access essential material and emotional resources in the mainstream society?
- Are refugees in your country able to achieve economic capital and social mobility, i.e. can they acquire a job, earn a decent living wage, improve their economic status over time and save money to buy coveted material objects such as a car, an apartment or home?
- How do refugees in your country perceive the political factors associated with refugee integration? Are they able to secure a residence status or acquire citizenship in the host society?
- To what extent are refugees in your country encouraged to actively participate in the resources, interactions and activities of the receiving society in a move towards equality? Are they able to participate in a mutual process of shaping themselves and the community life? Are activities organised to counter the loneliness and isolation of refugees, as well as of other local inhabitants in order to create spaces of trust and mutual aid?

III. Understanding of integration, inclusive, and welcoming societies

Understanding integration

Before proceeding, a common understanding of terminology is necessary. According to the European Commission, “Integration policy is defined as the legal and policy framework which ensures equal treatment of people with a migrant background through measures that support their economic, social and political integration in all areas. The measures serving integration



of people with a migrant background can also serve the needs of other groups in society”. The key is to develop integration measures that are beneficial to refugees as well as the broader communities.

“For Caritas, integration is and should be understood as a ‘dynamic, multidirectional process in which newcomers and the receiving communities intentionally work together, based on a shared commitment to tolerance and justice, to create a secure, welcoming, vibrant, and cohesive society’. This must take into account the need to balance duties and responsibilities between migrants and the receiving community. Integration therefore takes place throughout the social structure of society and implies mutuality as well as shared rights and responsibilities. The definition of integration must “reflect the fact that the responsibility for integration rests not with one particular group but rather with many actors - immigrants themselves, the receiving government, institutions, and communities, to name a few”. The integration of migrants in Europe must thus be based on dialogue and shared rights and responsibilities, ensuring a person-centred and integrated approach, empowerment and active participation, a policy of non-discrimination with a long-term perspective, and inclusion of everyone in society: migrants and residents alike”.

“A cohesive and welcoming society must thus respond to the needs of individuals, providing migrants with the necessary means to help them overcome structural, socio-economic, and cultural challenges and barriers that hinder their full participation and integration. Ensuring this will benefit not just the migrants themselves but the common good, the whole of society. Consequently, receiving communities should apply contingency measures and ensure migrants’ access to basic resources and services, such as housing, healthcare, education, and decent labour market opportunities, among others. In addition, particularly vulnerable groups, such as exploited labourers, women, children and unaccompanied minors, should also have access to specialised services, including psychological support and counselling”.

Creating an inclusive environment

“For Caritas, an inclusive environment implies a welcoming environment where everybody enjoys equal access to goods and services. In an inclusive environment, all individuals are not only enabled and encouraged to participate in the community and society, but their contributions to social and cultural life are also acknowledged and valued. This means that all forms of discrimination are combatted and that those who are marginalised or living in poverty are empowered to be active in decision-making processes that affect their lives. Moreover, relevant structures are ensured so that every individual enjoys human dignity and is able to improve his/her standard of living and overall well-being.



Inclusivity necessarily rests on a firm foundation in national law and policy of equality of treatment and non-discrimination, including regarding nationality, in accord with the International Convention on the Elimination of Racial Discrimination (ICERD). It also requires equality of access to basic social protection, health, education and other human services regardless of status. An inclusive environment has to be articulated and reinforced in formal government policy at national and local levels, as well as in discourse of government authorities and political leaders.

People in an inclusive environment enjoy peace, freedom and solidarity, where human and social rights are fully respected and each person, family and community is empowered to develop. It shapes the society to be open to the world and in continuous dialogue with other regions of the world, caring for the common global home and sharing responsibility for the world. It is prepared and responsive in humanitarian crises and contributes to the sustainable development of people and communities in other parts of the world in partnership with local actors. Such an environment upholds a community of values with deep respect for diversity. People live and interact together in a spirit of mutual service and trust, building a common home with a thorough understanding and practice of social cohesion, and which revolves around the sacredness of the human person that cares for, defends and protects each other. This understanding of an inclusive environment must be the foundation for any policy framework on migrant and refugee integration”.

Positive contributions of migrants

In addition to enriching the culture of the receiving community with new values and perspectives migrants also contribute through the taxes they pay, the new businesses they start, as well as the array of services they provide. “Studies indicate that [when such structures are in place] immigration is associated with a positive contribution to the public finances and to native welfare (where both high-skilled and low-skilled natives benefit), depending on the initial level of skills of migrants and the length of their integration in the labour market. A swift and successful integration is crucial to maximise the opportunity of migration”; especially considering the studies that have demonstrated that migrants’ cultural, economic, and social contributions to receiving societies are positive and indispensable.

The European Commission, for instance, confirms that a failure to realise the potential of migrants represents a massive waste of resources, both for the individuals concerned and more generally for the economy and society. Plus, the cost of non-integration turns out to be higher than the cost of investing in integration policies to begin with.



IV. Challenges around integration

Common challenges faced by migrants and refugees

Despite all the facts to show the importance of fostering migrant integration, “data indicates that there is still a significant and increasing socio-economic gap between people with a migrant background and the mainstream society”. In its daily interactions with migrants, Caritas observes throughout Europe the hardships migrants face in the integration and social inclusion process. On the one hand, newly arriving migrants face immediate barriers, sometimes even of a humanitarian nature; on the other hand, in the longer term, migrants face cultural, structural and economic barriers that hinder their capacity to fully participate in the receiving communities.

Migrants who arrive to an unknown country and a new cultural, social economical context are bound to face a multitude of obstacles. Together with a sense of precariousness, lack of points of reference and networks, these obstacles may lead to a loss in self-esteem and in the capacity to act independently and to a sense of alienation vis-à-vis the receiving country. Caritas identified some of the greatest barriers to successful integration to be linked to the following: high levels of inequality, discrimination, limited access to rights, and the related disempowerment migrants feel in receiving societies. This is closely related to the often negative perception the receiving community has about migrants. For instance, when there is an absence of an inclusive community, an atmosphere of fear often prevails, with a lack in trust and solidarity; rumours and biases spread easily and resentments are high.

This in turn is linked to receiving communities’ fragile economies. Based on the experiences of Caritas, hostile environments have much to do with the leadership in the country as well as the likelihood of there being an inadequate social protection system. Divergences between countries and the way the welfare systems provide support to vulnerable people (or fail to) deserves much attention when considering solutions for migrants’ integration.

Caritas has broken down the variety of challenges migrants face according to three main dimensions: cultural, socio-economic, and structural barriers. This division should not be considered as a rigid classification, but rather as a general clustering to understand integration as a comprehensive process, which goes beyond just a purely economic focus. The three dimensions are strongly interconnected, as are the actions that should be planned and implemented in order to overcome the described barriers”.

Challenges and issues for receiving societies



Immigration presents a number of complex challenges for destination communities and societies, and for their governance.

- Change in composition of society and community

Perhaps most immediate and most evident - among populations of relatively homogeneous appearance and culture - is the visible presence of people with different physical and social characteristics than local populations, whether racial/ethnic, social, cultural, and/or religious. The visible change in composition presents easy grounds for marginalisation or exclusion of newcomers in societies dominated by mono-ethnic, mono-cultural, and mono-religious definitions of national identity and belonging, in the sense of: “if you don't look like us, act like us, and believe like us, you don't belong and you have no rights to stay here.”

Visible differences are generally less accentuated for newcomers with common ethnic or national roots. The inevitably different experience and cultural contexts of those with similar roots nonetheless identify them as outsiders, indicating similar difficulties in achieving full inclusion.

- Increased demand for employment, housing, schooling, healthcare, etc.

Arrival of immigrants, whether from neighbouring rural areas, other provinces in the country or from lands far away inevitably demands provision of increased social services, housing, schooling, health care, employment, and so on, as with any increase of population, whether from demographic growth or human mobility. Naturally rising expectations of populations for adequate public services, fuller employment, better housing and so on accentuate the perception and reality of increased unmet needs. This is especially true when unemployment rises or remains high, decent housing is scarce or unaffordable, medical services remain poor or inadequate, and when there is little or no evidence of attention to improvements.

- Coincidence with reduced public services

In a period of almost universal decline in public services and social responsibility by government, the coincidence with immigration gives easy credit to the generally unfounded assertions that migrants are the causality for reduced attention to the needs of populations for services, decent housing, health care, etc. Absence of adequate national and local government response to the needs of the population combined with political discourse and news media scapegoating migration – migrants and refugees - adds up to an explosive



combination exacerbating intercommunal conflict often leading to violence and destroying social cohesion.

- Economic changes, often concurrent with rise in unemployment

Perceived competition and conflicts over access to jobs, employment and livelihoods are one of the most serious challenges for host communities and societies. In contexts of economic stagnation or crisis, rising or already high unemployment, or jobless growth, media and political discourse scapegoating migrants/immigration has become a generalised phenomenon. While offering easy answers (usually far from the truth) to disaffected populations – where high youth unemployment is prevalent almost everywhere, the blame the migrants pitting “us against them – it’s their fault” fuels often violent xenophobia and results in community disruption.

- Challenge of including the ‘other’/outsider/newcomer

Ultimately, the challenge for many nations, societies, communities is changing the paradigm of inclusion, participation and belonging. All nations today are, necessarily, becoming more multicultural – ethnically, racially, social, culturally diverse - through the human mobility that is essential for their own economic viability, social welfare and ultimately survival in a globalised, technologically advanced and integrated world.

Cultural barriers – limited acceptance by and interaction with receiving communities

“Based on its experiences, Caritas sees that migrants’ personality and coping strategies are important factors influencing their integration process; in order for migrants to ‘feel integrated’, they need to achieve employment, housing, language skills and a social life on par with nationals. Yet, political and cultural paradigms on migration tend to identify integration with assimilation, thus shifting the burden of responsibility mainly on the capacity of the migrant to adapt to a new context (for example by adopting local customs and cultural values). Successful integration, however, is unlikely if the burden of responsibility is placed on the migrants alone. Achieving multicultural coexistence is also extremely difficult if the receiving society remains indifferent about other people’s rites or customs and values.

Cultural and religious barriers can be defined, on the one hand, as those obstacles that prevent migrants from feeling and acting as an integral part of society and, on the other hand, as those factors that hinder the receiving communities from accepting and understanding the cultural differences between themselves and migrants. The role of public institutions and civil society actors in the receiving countries is key to creating the conditions for mutual understanding and to fighting stereotypes and fears of the unknown, especially affecting receiving



communities. Discrimination is one of the most devastating obstacles limiting the full participation and integration of migrants and their offspring.

The arrival of migrants and refugees from outside Europe has challenged Europe at a time of stagnating economy, leading to a growing vulnerability in European values and rising populism throughout Europe. Policy makers' dismissal of receiving communities' concerns about migration is contributing to this polemic. Many political parties have sought to increase popular consensus by building on the fear of migrants, often associating migration among the receiving society with a sense of increased competition for limited jobs and with an ever-growing fear of radical terrorism, associated with different religious affiliations. Mass media, social media and political movements often play an additional negative role in misinforming and in emphasising stereotypes and populist anti-migrant positions, thus creating the divisive dynamics that push migrants to the margins of society.

This situation is similar in Russia, which now depends on millions of migrants mainly from Armenia, Belarus, Kyrgyz Republic, Tajikistan, Ukraine and Uzbekistan as its own working age population declines by the millions. This is a particular concern for Armenia; while the Russian census counted over 1.1 million Armenians in Russia in 2010, current estimates put the total number at 2 million, and as high as 2.5 million.

The general risk is that migrants' life experience prior to their arrival or their abilities to contribute to the receiving society are completely neglected. In this way, the migrant's subjectivity and cultural background is expected to be put aside and replaced by local norms and habits. A general negative perception of migrants by the receiving community can develop an atmosphere of fear and lack of trust and solidarity, while also resulting in marginalising and stigmatising migrants.

With regard to the economic crisis, migrant receiving countries are failing to show the positive impact that migration has for their societies. Instead, political leaders, news media and sometimes government officials are encouraging the public to believe that migrants' integration policies are favouring services for migrants and, hence, replacing mechanisms to assist local residents in need. Consequently, migrants are often victims of hostile and discriminatory treatment as they are commonly 'blamed' for Europe's economic problems and perceived as a threat to the receiving society. Caritas considers this tension between the economic interests of migrants and those of the vulnerable residents to be the result of economic failure and competition for limited government support. Hence, promoting social investment and devising strategies to finance inclusive social protection systems is vital for enabling cohesive environments that foster migrant integration.



In addition, there is also a lack of religious dialogue and understanding of different religions and worldviews in Europe as well as in Russia. This seems especially evident relative to Islam. There is ample rhetoric across Europe and in Russia equating Islam with terrorism and extreme fundamentalism, rather than as a religion professed peacefully by millions of people throughout the world. Contact between migrants and residents is often not a given, nor is rational political discourse and media coverage, and so few opportunities exist to deconstruct misinformation and biases. In the hostile atmosphere, the lack of opportunities and places where communities can meet, exchange about intercultural and interreligious experiences, and try to understand each other, prevents the establishment of dialogue among communities and networks at local level, which in turn contributes to the easy spread of polemic rhetoric. One important step towards achieving this is ensuring and publically fostering the social inclusion of all as a basic necessity in effort to reduce the potential of disillusioned youth and adults from joining forces with fundamental groups”.

Small group exchange

- Do migrants and refugees in your country feel a sense of belonging, or ability to retain linguistic, cultural, or religious ties with the country of origin?
- Do migrants and refugees from other than Armenian origins have the space and, or ability to retain their cultural identity and linguistic, cultural, and/or religious ties with their country of origin?
- Are there differences in your country regarding terminology on membership or belonging? Do people in society (policy makers, the media, etc.) speak of a "we" and a "them" or a "we" and an "our"? What impact does this have on notions of nation and notions of equality?
- How is public space utilised through events in city squares and parks and does this encourage the interaction and sharing of experiences between local inhabitants and newcomers? How does this vary from the capital city to more rural towns?

Socioeconomic barriers – limited access to resources and participation

While socio-economic barriers could hypothetically also be clustered under structural barriers, the reality is that the issue of employment and social participation deserves its own particular attention. This is in part due to governments’ consistent focus and tendency to link socio-economic successes of migrants directly with successful integration.

While it is understood that migrants support European as well as Russian labour markets and thus economic viability by providing needed skills and labour, filling gaps and compensating



for ageing and the declining population's work-force, the labour market participation of immigrants and people with a migrant background is often hindered by a number of associated challenges, such as:

- limited knowledge of the national language in the destination country;
- hurdles in the recognition of existing skills and qualifications;
- issues of school segregation which has the tendency of resulting in lower educational outcomes and employment perspectives;
- discrimination, including on the housing market as well as in access to employment and other structural challenges;
- uncertain or limited legal status and limits to accessing the labour market.

Lack of knowledge or proficiency in the national language certainly contributes to employment opportunities, having a sizable effect on people's earnings. For refugees, being able to access language courses at the earliest stage possible after arrival in the country of destination has proven highly advantageous for the long-term integration process. Early access language courses should be adapted to each person's linguistic competencies and needs. Ideally, language learning should be combined with learning of other skills and competencies or work experiences.

Labour market legislation and restrictive attitudes sometimes hamper migrants from entering the labour market at an early stage. Bureaucratic hurdles and high costs associated with the recognition process of previous qualifications, educational background and skills further exacerbate the problem. The recognition or lack thereof of previously acquired qualifications in countries of origin greatly influences an individual's successful entry into his/her field. Those holding foreign qualifications tend to face lower employment levels and higher likelihood of being mismatched than individuals with domestic qualifications. "Even when employed, people with a migrant background tend to face higher probability of being mismatched in terms of both education and skills. The condition of being mismatched dampens the human capital accumulation and generates wage penalties for mismatched workers in comparison to well-matched workers". However, the formal recognition of individual's foreign qualification by the host country typically results in improving the employment prospects of a refugee, while also reducing the likelihood of downscaling.

"For refugees, labour market integration is also known to take longer. Unlike refugees, asylum seekers are largely not allowed to work upon arrival in a country of destination, but have to wait for the final decision on their application or a set time period to elapse before being



permitted access to the labour market. Thus limiting refugees' and asylum seekers' access to the labour market may force them to accept employment in unregulated, dangerous, degrading and exploitative conditions, which in turn can expose them to other risks, including that of sexual exploitation and human trafficking, whereby women and girls – at no fault of their own - are commonly targeted. Limiting asylum seekers' quick access to the labour market can also be costly for receiving communities, not only because it leaves a considerable amount of human potential and resources untapped, but because of the obligation of the state to provide benefits and support in return”.

In case migrants find a job, this doesn't necessary ensure their integration. Migrants have lower employment levels compared with residents (53% vs. 65%) and face greater risk of poverty and social exclusion (49% vs. 23%). Migrants are frequently compelled to accept positions that do not correspond to their qualifications, are paid less than nationals and are less likely to achieve upward mobility within employment. The over-qualification rate of foreign-educated migrants is double that compared with the receiving community.

Equipping all workers with the skills needed effectively influences the likelihood that an individual participates in the labour market, meaning is employed and earns higher wages due to higher productivity. Higher levels of educational achievement are typically associated with positive labour market outcomes. Many people with a migration background are overqualified or over-skilled for their jobs or work in less favourable conditions when it comes to wages, employment protection, over-representation in certain sectors and career prospects. In some cases, an important driver of over-qualification may be limitations in proficiency of the national language in the country of destination. In many cases, the driver of over-qualification may be attributed to discriminatory tendencies of employers. “There is a wide consensus among policy makers that discrimination is a key factor in accessing the labour market”. Moreover, evidence suggests that discrimination in the work-place negatively influences the integration process of people with a migrant background.

“Many migrants have temporary contracts and have to deal with working conditions that are hovering on the verge of exploitation. For instance, migrant women are vulnerable to several kinds of discrimination and struggle to gain access to well-remunerated employment. There is a large gender gap in the employment rate between residents and migrants. Many migrant women are isolated to the domestic work sphere, despite the higher educational degrees they hold from their native countries. Access to language courses and professional training, education, and healthcare, in particular psychosocial support when relevant, can also be very difficult for them to access, especially if they are single mothers or expected to be primary caretakers. In addition to the expectation of women being the caretakers of their young



children, the high cost of child care or kindergarten also prevents them sometimes from accessing the labour market”.

Due to the lack of national/regional/local strategic frameworks in many countries, integration measures are often either ad-hoc and/or short-term, often resulting in measures that do not respond to individual needs. Short-term measures are known to hinder sustained labour market access and should thus be replaced by longer-term oriented measures.

Small group exchange

- Considering the general integration challenges described above, what other challenges do you know of that refugees have in your country when it comes to accessing the labour market or achieving upward mobility?
- Are there measures – either nationally or locally - with targeted funding objectives that provide the necessary conditions to ensure the long-term labour market integration of refugees in your country?
- Are labour market integration measures part of the life-long learning process? Are refugees able to access the following long term labour market access measures:
 - o Labour market activation measures, which may include the offer of professional and entrepreneurship training courses and microfinance schemes, as well as design and employment roll-out of policies?
 - o Vocational training, which respond to the labour market demands and are part of the mainstream education and adult-learning systems. Cooperation between labour offices and vocational training providers is traditionally required for better aligning labour market supply and demand?
 - o Basic skills training (e.g. language, literacy, numeracy, knowledge of foreign languages, science and IT skills)?
 - o Professional training, including apprenticeships and other modules of on the job training?
 - o Infrastructure developments in vocational training systems, including refurbishment, extension of existing training facilities and equipment?



- o Supporting self-employment and business creation, including the development of business incubators and investment support for purposes of self-employment, micro-enterprises and business creation?
- o Early detection of discriminatory treatment including capacity building measures for processing legal cases. This may consist of training of stakeholders about the anti-discrimination legal environment, pro bono legal service, organisation of seminars, workshops, conferences, etc.?

Structural barriers – limited access to basic rights and services

In addition to cultural, religious and socio-economic barriers, migrants face a multitude of structural barriers determining their ability to participate legally in the labour market, to access an independent financial base, and to enjoy a secure residence right. “Structural barriers can be defined as obstacles that prevent migrants from accessing basic rights and services, such as housing, healthcare and education, etc.

Based on the experiences of Caritas, the first and most common barrier is the lack of or limited legal status and the consequent absence of personal documents (such as residence permit, ID). These documents are often required in order to have access to health coverage, education, legal employment, banking services, housing, telephone contracts, library cards, etc. Essentially without a legal right to remain, migrants face vast structural barriers.

Some countries criminalise undocumented migrants, resulting in many being in legal limbo, and with no access to housing, healthcare or other basic services. Moreover, some countries even criminalise the service providers attending to the needs of these vulnerable people. The rapid expansion of intensive production of fresh fruits and vegetables in the south and south-west of Europe and the governments’ quotas for the employment of seasonal workers have as a result that many agricultural seasonal workers arrive to Europe through illegal channels. Undocumented migrants are easy prey and often exploited. They do not have any kind of recognition or protection, and are prevented from enjoying basic human rights. Fear of deportation often makes these migrants victims of blackmail and obliges them to live and work in inhumane conditions.

Unaccompanied children, who are at particular risk of abuse and exploitation, are also prone to experience inhumane conditions linked to their legal status. Upon arrival, some of these children are detained as a result of their migration status; they need specific accommodation



and specific services to protect them from abuse. They are frequently prevented from reuniting with their family who are already present in Europe. Many minors have gone through terrible experiences – war and violence, including sexual violence – and need post-traumatic support as well as legal advice and guidance for accessing information and having their rights respected .

Most services in countries where the welfare system is residence-based are inaccessible to people without a residence permit or a permanent address . Without a legal status and registered domicile, it is often impossible to open a bank account. In some cases, a migrant may have a legal status and be able to open a bank account, but if that status is lost for any reason, the government may force the bank to freeze all assets and deny the migrant access to his/her bank account.

Regarding the access to housing, a number of barriers hinder migrants from obtaining safe and affordable housing, which may include language barriers, limits to participating in housing consultation structures, lack of employment contracts or evidence of sufficient income, or discriminatory practices of landlords. In the case of possibly accessing social housing, barriers may include unfamiliarity with the system, limited availability of social housing placements, high competition and long waiting lists, lack of respect for special needs, excessive and infeasible renting requirements, social segregation and concentration in low-income and disadvantaged neighbourhoods. The reality of migrants living in overcrowded and substandard accommodation has become the norm in some places, while for others, these barriers have contributed to the reality of some migrants being at risk of homelessness or indeed being homeless.

Receiving countries often lack specific healthcare schemes targeting migrants, which would cover everything from first emergency screening to support for people who have experienced traumas in war torn zones, or any other form of exploitation. Also, age-specific healthcare for unaccompanied minors and gender-sensitive healthcare for women is often lacking. This is particularly worrisome as minors and women compose some of the most vulnerable migrant groups. Many have been victims of violence, trafficking and torture, or they have experienced traumas related to the difficult migration routes. Consequently, professional, specific and tailored psychological and physical care and counselling are extremely needed. Provided healthcare does not always take duly into consideration the cultural background and cultural



practices of migrants, which is vital for strengthening patients' resilience. Moreover, limited healthcare access clearly undermines migrants' well-being and the capacity to care for themselves and their family members.

Regarding access to education, few school systems conduct professional assessments of what migrant children learned abroad and "migrant pupils rarely receive additional support to access pre-primary, vocational and higher education or to prevent them from dropping out". In some countries, access to traditional schooling is limited depending on age and migration trajectory. For instance, if refugees arrive with a multitude of traumatic experiences and are over age 16, they are typically prevented from accessing the classical school system. This is due to expectations that they won't be able to learn the receiving society language and overcome their traumatisation quickly enough".

"Furthermore, employment doesn't automatically ensure migrants' social participation and civic engagement. There are very few places, even at local level, that include migrants in decision-making processes. They are often denied the right to vote if they are not nationals. In some European states, children of migrants can become nationals only after several years of legal residence and, in some cases, only after first having contributed to the labour market. The (temporary) absence of citizenship and limitations on political rights should not prevent migrants from participating in different forums or associations, or from being civically active in the receiving country. However, migrant associations are often weak and unable to represent their communities: other organisations operating in the field of migration and social inclusion, such as NGOs, church-based bodies and trade unions often intervene in efforts to empower them to advocate for their rights and foster their political representation. These barriers typically impede migrants from creating and enjoying social relations and from participating and belonging to crucial networks, clubs and organisations".

Small group exchange

- How do refugees in your country perceive their ability to adapt and be accepted as an equal member of the receiving society?
- What instruments and activities in your country – as perceived by the refugees themselves – facilitate or impede their adaptation process and their active participation in the



receiving society? Do they benefit from the codified human rights that establish city-dwellers access to urban resources?

- To what extent are refugees able to normalise their situation and accumulate symbolic capital?

Integration elements

Research and experience with local and national governments has demonstrated that all of a full spectrum of government policy and administrative concerns has to be addressed to ensure inclusion and integration. The areas concerned are listed below. Other resources, notably the forthcoming UNESCO-ECCAR-GMPA handbook for city policy makers and practitioners on cities welcoming migrants and refugees, among others provide detail on effective policy and practice in all these areas – relevant also to national government and parliamentarians.

1. Reception / Orientation
2. Housing
3. Health
4. Language
5. Education and schooling
6. Employment
7. Recognition of qualifications and experience for employment
8. Enterprise/business development
9. Transportation /Mobility
10. Institutional infrastructure, recognising that all services require physical facilities
11. Infrastructure: housing, transportation, service facilities, etc. require utilities including water, energy (electricity, gas, fuel), waste/sewage, road/streets, rail, etc.
12. City/Urban planning
13. Access to public space, including parks, sports grounds
14. Statistics, census and other (reliable, inclusive, disaggregated) data



15. Art and culture, including such as libraries, museums, music
16. Public relations /Communications: mass media; public discourse by officials and organisation of information sessions for local inhabitants and migrants and refugees
17. Anti-discrimination-equality-human rights promotion, defense, and monitoring
18. Integration (as a specific policy and administrative task area)
19. Partnership: mobilising civil society and the private sector (as task and approach)
20. Monitoring, namely labour inspection, health inspection, and policy evaluation
21. Public safety-policing, with deliberate 'migrant friendly', migrant/refugee accessible policy and practice, fire-walled from immigration enforcement.

Governance issues, government responsibilities

- A common agenda

Experience elsewhere shows that government at national and local levels need to have a common law, policy and administrative agenda on 'welcoming refugees and migrants.' This agenda needs to address the full spectrum of concerns of the population – native and immigrant - thus the entire spectrum of governance responsibilities in a “whole of government” approach.

- Legislative foundation

National and local law needs to include clear provisions on non-discrimination and equality of treatment including on grounds of nationality. Local regulations regarding city/urban/local access to and provision of services should specify inclusive, non-discrimination and equality of treatment including on the basis of nationality, and national origin (as well as other standard grounds) irrespective of status. The ICERD and ICRMW, both ratified by Armenia, provide specific legal formulations; review may be merited to assess whether the relevant provisions in ratified international instruments are adequately domesticated in national and local law.

- Policy framework,



An explicit, detailed policy formulation is essential to ensure appropriate and adequate attitude and action on the part of government, both at national and local city levels. To be meaningful and effective, the policy framework has to be framed by basic principles in accord with human rights, inclusion and equality values. Six key points characterise the policy framework foundation for city governance in cities across Europe. These are fully consistent with international human rights conventions and those specifically on migration:

1. Protection of rights and inclusion of all: everyone present in a community must be recognised as a human being and their human rights and dignity must be upheld.
2. Non-discrimination and equality of treatment and opportunity for all
3. Services to all without discrimination
4. Principles of inclusion, integration, community, and social cohesion
5. Respect for diversity
6. Immigration supporting and engaging development

- Areas of interventions

To assure any degree of success in both facilitating inclusion/integration and in meeting needs of the whole population and sustaining social cohesion, government at all levels has to address the full spectrum of concerns and areas of intervention noted above. This requires taking stock of and explicitly addressing refugees and migrants in the respective areas, with specific outreach, training and accommodation measures as needed to address specific circumstances, while ensuring general equality of treatment for all approach.

V. International/European promising practices on integration of refugees at national and community levels:

Common elements found in refugee integration modules

Considering the previously described challenges migrants commonly face, a refugee integration module might focus on the following thematic areas:



- 1) Cultural
 - a. Family and children
 - b. Language courses
 - c. Culture, sports, leisure and recreation

- 2) Socio-economic
 - a. Employment: accessibility, support, recognition of qualifications and experience
 - b. Schooling, education, vocational training, language learning

- 3) Structural and strong commitment by the host society, including the active participation of immigrants in all aspects of collective life
 - a. Housing and reception
 - b. Health: a holistic approach to urban health
 - c. Social security, social protection
 - d. Basic mainstream services, utilities, transportation, infrastructure, waste management
 - e. Public safety, policing, law enforcement, access to justice

How to cope with common challenges - concrete action steps for refugee integration

Refugees, especially the most marginalised, may face a wide range of challenges which must be addressed simultaneously in order to achieve the best results. To address these challenges, a number of steps should be followed. First, it is essential that evidenced-based national/local strategic policy frameworks are in place. Second, funding should be invested to follow these strategic policy frameworks. Regional authorities should be involved in the decision making process of how the funding should be dispersed, as they tend to know what is needed locally, since they are closest to the realities on the ground. Decisions need to be made whether the migrant population is eligible to receive the funding as well, or whether this is intended just for regional authorities and organisations/associations. Third, eligibility rules may vary, with some possible overlaps. For this reason, it may be necessary to reinforce the coordination mechanisms and synergies across funding sources.



First step: Set up an integrated policy framework

In order to create the enabling environment necessary for fostering integration, a government must first develop an integration policy framework, both at national and local levels. The integration policy framework should include guiding principles, measures, monitoring and evaluation, and regular updating. It should also encompass different thematic fields, such as language, housing, employment, education, healthcare, political participation, etc. This should encompass the thematic fields with proven challenges for the migrant populations in your country.

Remember that Caritas relies on a broadly defined understanding of integration, involving many actors: the migrants themselves, the receiving government, institutions, and communities. This understanding is important for monitoring integration successes and making country comparisons. For instance, not everybody who comes from abroad is a member of a certain country's integration policy target group (for instance, not formally recognised refugees), and not everybody who is part of the target group has ever migrated from abroad (e.g. the second generation of certain migrant populations). Hence, the definition a country uses as a basis for devising any integration policy will influence its outcome.

In order to design and implement an integration policy framework at both national and local levels, different stakeholders and departments at the national, regional or local policy levels will also need to be trained and cognisant of the importance of the integration policy and the steps for effective implementation and monitoring.

Small group exchange

- Considering this definition of integration, inclusive and welcoming societies, the challenges faced in terms of fostering integration, what comes to mind relative your own country? What procedures are in place to address some of the most pressing challenges for refugees?
- Is there an existing legislative and policy framework in place in the national/local context that speaks to all the different thematic areas? Are there some issues that are not relevant in your country context?



- What lessons can be learnt from the implementation of the policy guidance frameworks and operational programmes? What policy gaps exist?

Needs assessment

Before aligning funding budgets with the priorities of the national integration plan, it is vital to first conduct a needs assessment to set investment priorities. It is recommended that the needs assessment be based as much as possible on individual needs rather than the needs of target groups. In this way, the efficiency of the investments can be reinforced.

Small group exchange

- What are the needs of the refugees or other individuals with a migrant background in your country?
- Do you have a clear understanding who is represented in these different groups?
- How do the refugees feel emotionally and psychologically? What individual and/or collective coping strategies are they able to develop to respond in the varying contexts? How do their individual personalities influence their actions?
- Are you implementing special measures to address specific vulnerabilities or traumatisations?

Implementing integration policies via funding

In the process of designing your country's integration policy framework, it is useful to consider as part of the needs assessment the challenges identified by the national and regional authorities as well as the people with a migrant background. The scenarios below describe the challenges at stake and the measures supported by funding in the fields of employment, educational, housing, and access to basic mainstream services and reception.

It is useful to take into account the following factors when designing measures and determining funding allocation:

- Applying person-centred policies and responding to each resident's need for protection: city planners have long confirmed the significance of recognising first and foremost that every migrant is a human being whose human rights and dignity must be upheld. "Ensuring public health for the entire community, quality schooling for every child, public safety for everyone in every neighbourhood is generally viewed as bound up in



recognising all persons and their claim to protection and realisation of all basic human rights, including labour rights”.

- Responding to individual needs assessments: applying targeted measures, actions and projects according to these identified needs.
- Applying an integrated approach: funding authorities should design measures that respond to the complex needs of the target groups holistically. In other words, the projects should be people-centred and link education, health, employment and housing, among other things.
- Fostering empowerment: active participation of people (including children) with a migrant background in the design, preparation, implementation and monitoring of the measures is extremely important.
- Applying a long-term perspective: integration policy measures should be planned and implemented over the long-term in order to ensure a sustainable long-term integration approach. Solidarity and appreciation for the common good should be entrenched in this perspective, enabling every person to contribute to the community and enrich his/her sense of belonging.
- Enforcing policies of non-discrimination: since discrimination affects individuals across the whole integration process, it should therefore be addressed comprehensively. While anti-discrimination measures are primarily legal tools, at the same time funding should be allocated to contribute to capacity building (training of stakeholders about the advantages of the anti-discrimination legal environment, pro bono legal service, organisation of seminars, workshops, conferences, etc.).
- Ensuring equal opportunities and rights protection, while also creating a welcoming culture, offering hospitality.
- Applying contingency measures: in the event of unexpected new arrivals, technical and human capacity of services should be aligned with possible increases in asylum applications and the corresponding need to support the newcomer’s integration. Such contingency measures may strongly impact small and medium sized localities, taking into account the dispersal mechanisms in place and limited capacities.

The unique position of local/regional authorities

Depending on the structural context in your country, local/regional authorities may face some particular challenges in accessing funding, possibly due to administrative capacities or limited



budgets. Local/regional authorities are key stakeholders due to their understanding of the realities on the ground. They may also be able to reinforce synergies across different funds. They may also have the capacity to transfer experiences from different funds to each other and be in a position to interlink different policy domains (employment, education, housing), thereby strengthening a holistic and integrated approach.

Knowing that local authorities are much closer to the people and can likely identify the needs better, it is certainly worth channelling money to the local authorities in order to deliver effectively and adequately on your country's integration policy framework. Hence, according to experiences in the EU, "funding authorities are encouraged as much as possible to involve local authorities throughout the programming and implementation of the funded measures. Coordination among funds should start 'as early as possible in the programming cycle (with programming or with development of calls for proposals, rather than just with development of projects)'. Throughout the monitoring, inviting the relevant funding authorities may also improve coordination".

Small group exchange

- What different challenges do migrants and refugees face in your country and how does this vary at the national vs. local/regional levels?
- Do you see similar cultural, socio-economic and structural challenges for refugees in your country, as described above? What are the challenges for the stakeholders on the ground responsible for creating welcoming structures?
- Is there funding available in your country to address these challenges? Are there already targeted responses? If so, what and what entity is responsible?
- If not, could funding authorities work with policy makers to develop strategic policy frameworks to address such challenges across the different thematic areas? Could refugees be involved in the decision making process?

The policy of the state is often not collated in one document but is instead fragmented across different sectors (e.g. housing, education, employment, etc.). "In instances of fragmented policies, funding authorities may also support the relevant departments in policy making. If strategic policy frameworks are updated, funding authorities should decide on the possible need for adjustment of the programmes. This closer cooperation between the funding and



policy departments would enable a better alignment between the funding and policy objectives”.

Possible responses to the gaps identified in the needs assessment

In some instances, the priorities established in the national or regional programmes may not address the needs of some particular groups of people with a migrant background. For example, services for treating refugees, beneficiaries of international protection, or refugee-like people who are suffering from post-traumatic stress disorder might not be covered financially as part of the integration policy framework.

Coordination of funding on different levels

Coordination mechanism regarding the funds should be conceptualised as part of the planning, programming and implementation of funding programmes. To achieve this, applying a multi-level governance approach is recommended, involving stakeholders of different levels (local authorities, regional and national authorities) in a cooperative framework, adhering to a partnership principle.

Active participation of refugees

To align the measures supported by the funds better with the needs of the people with a migrant background and to ensure their participation in the process, it is recommended to involve non-governmental organisations and organisations representing people with a migrant background in the design and implementation of the funding measures.

Reinforcing synergies

The synergies of funds might be constructed on different levels: programming, implementation (through calls for proposals), and projects:

a) **Programming:** In general, it is useful during the programming phase to check that each of the identified needs can be linked to at least one fund. At a later stage, where necessary, reprogramming may be supported. Based on experiences in the EU, the following may be relevant or useful to consider in your country.



Call for proposals: The implementation through calls for proposals may entail coordinated calls that are either:

- o Joint calls:
- o Logical sequence of calls, which may also require introducing specific conditions which advises applicants to apply to all corresponding calls.
- o Common selection criteria, requiring coordination to harmonise the selection criteria. This may require training of the independent expert panel participating in the selection committee.

Projects: if, however, the programming and the call for proposals are not coordinated, beneficiaries can still coordinate their projects to achieve the highest possible level of synergies. Within this scope, beneficiaries may implement integration measures by applying to different calls possibly focusing on different thematic areas (i.e. labour market integration of marginalised communities, support for the introduction of inclusive education, etc.).

How to measure integration success, including indicators

As a last step in the process of setting up national integration plans, it is vital to assess the policy landscape. Evaluation and monitoring activities are useful for this, since it is possible to monitor whether the activities have the intended results. Other key reasons for assessing the impact and quality of integration measures include among others transparency and accountability (that taxpayers' money is used in an efficient way); and relevance (that the right measures with relevant objectives are being funded). Evaluation and quality assessments aim to ensure that promises made are upheld, that effective internal quality assurance measures and review procedures are in place; and that findings and recommendations from quality audits are analysed and followed up.

The methods for evaluating and carrying out quality assessment differ depending on the target and scope of the task. They may aim to assess the individual level, i.e. methods for assessing a refugee's success relative to the different thematic categories related to integration. But such a measurement would put the onus of responsibility on the refugee to integrate and not consider the structural framework that greatly influences a refugee's integration outcomes. For this reason, monitoring and evaluation of at the level of the



stakeholders as well as of policies and legal frameworks are important for getting the full picture. More information can be gleaned from the Migration Policy Group MIPEX reports.

When implementing evaluations and quality assessments, it is important to also take into account who commissions the evaluation and quality assessment. Generally, they should be commissioned by a central actor, responsible for the overall financing of the activity to be evaluated. This could be, for example, the national, regional or local administration. Evaluations and quality assessment could also be conducted by an independent, external actor, commissioned to carry out the assignment. Transparency of the call and terms of reference are essential.

VI. Promising practices in communication for local authorities, public service providers and other state and non-state actors vis-a-vis refugees and asylum seekers

“At a time when European economies are stagnating, people are losing faith in our common values and populism is raising its ugly head, it is vital to cultivate a culture of welcoming societies in Europe. The role of public institutions and civil society actors within the receiving communities is key to creating the conditions for mutual understanding and to fighting stereotypes and fears of the unknown. For Caritas, a truly welcoming society favours integration through intercultural encounters and interreligious dialogue. A welcoming society allows migrants and refugees to play an active role in their host communities by guaranteeing equal opportunities, the respect of fundamental rights and human dignity, and curtailing discriminatory practices and stereotypes”.

Being solution-oriented, this module presents some basic steps that receiving communities can collectively undertake to build synergies between local services, actors, stakeholders, citizens and refugees in order to address biases, stereotypes and everyday practices that distance refugees from local community members and hinder their social and economic inclusion. Ignorance, lack of understanding, stereotypes and discriminatory tendencies are the most devastating obstacles limiting the full participation and integration of refugees and their children in receiving communities, so special attention is directed to this.

Impact of culture on our communication styles



It is vital to become conscious of one's own preconceived conceptions/perceptions in order to be an effective communicator. To engage in a constructive intercultural dialogue, you must truly aim at breaking down barriers between cultures. This, however, requires practice to unlearn patterns of behaviour and communication patterns that have been learned via socialisation. The following activities allude to the interconnection of our culture and socialisation on the way we communicate and behave.

“Culture is a system of concepts.

Culture is what is lived.

Culture is a process that marks us and changes with us. It is not a static process and it is affected by situation and disposition. As we change, our concepts of culture often change as do the “game rules” by which we live”.

Pyramid of cultures

Nature of Humans

- Housing, food, water, clothes...
- Basic needs of everyone

Culture

- Communication, emotions how you deal with life, death, friends, trust, and life decisions, etc.
- Not everyone has the same needs under this category. Some groups may form who share a common understanding of what is “normal”.
- Culture is a process that marks us and changes with us. It is not a static process. As we change, our concepts of culture change, as do the “game rules” by which we live. These concepts of “game rules” are determined by the culture you share with some people.



Individual

- This is an area that you do not share with anyone else. Each person is a unique individual, like no one else.

Concept

Individual

- No one

Culture

- Several people

Culture answers how, what, when, why, how much.

How do we use food and what are our eating customs?

How do you eat in your culture? (Silverware, hands, chopsticks, etc.)

When you go to McDonalds, what would you eat? Would you ask for silverware? No, because it's the McDonalds culture to eat with your hands, on the go, fast food.

Nature (for example: eating, food)

Everyone



Cultural variables and concepts

Specific Variable

Aspect of Personal Life vs. Society

Language Which one to speak? If more than one, where and when is each to be spoken? With whom?

Speech Norms Who speaks first? When? Are there forbidden subjects? What about talking at mealtimes? What about curse words and other obscenities?

Religion and Religious Practices Which one? How seriously? Are there rituals practised at home? “Does God/Allah live with the family?” Is there conflict about religion? Ambivalence? What is the content of religion?

Sex and Gender Role Behaviours What do boys do? Women? Men? What constitutes success for females? Are these criteria the same or different for males? Who makes decisions within the family? Why? (Is there an informal as well as a formal structure?) What are the norms for decision making in society?

Sex Education and Behavioural Standards “Does sex live in the house?” Is it ever talked about? Verbally or non-verbally, what are the “messages”, whether transmitted directly or indirectly, by omission or by implication?

Education of Children How important? What kind? What content? To what end? What is a good reason for absence? How are grades viewed? What about child rearing in general? What options are there in society?

Money Importance? How obtained? How treated? Symbolic meanings? How spent? Investments? By whom? In what? How decided? Access to banking services, investments, pension plans?

Family Identity and Obligation Responsibility for relatives? Ageing parents? Siblings? Time to be spent? Involvement of relatives in decision-making.

Interethnic Relations How are ethnic groups viewed? Is there a hierarchy? “Are any like ‘us’?” What’s the societal norm and what impact does this have for refugees? How is this different for other migrant groups?



The Annual Calendar Which holidays and occasions are observed? How? Where? Imbedded in the societal norms/practices? Who is included? Who has eaten or not eaten? Drunk or not drunk?

The Life Cycle: Stages and Phases What are the stages of life? What are the signs of passage from one to another? How old does one need to be to do _____? Does one defer to the elderly? To what extent? On what kinds of issues? What role do the elderly assume in society? Are they cared for, valued?

Time: the pattern of a day, a week, a year What time does and should one get up in the morning? Go to sleep at night? Eat meals? Brush one's teeth? Do one's homework?

“Considering the impact of culture on our communication and behaviour, it is essential to be aware of one's own culturally-biased behaviours and assumptions and to be sensitive to the possibility of someone else behaving and communicating in a different way than might be expected. In some cases, these differences in expectations and behaviours may be attributed to cultural influences, personality characteristics, as well as socialisation. For instance, wealth, education, ethnicity, nationality, sex, age, and numerous other demographic traits may play a role in influencing a person's behaviour and assumptions . Being conscious of this possibility is especially important when interacting with strangers.

It is also important to avoid falling into clichés. Cultural differences between and within countries exist and can be ascribed to different historical paths, traditions, customs, habits and religious beliefs, among other things. But even if we were to become experts on multiple different cultures and common norms of behaviour, it is important to remember that every person is unique and that a cross-cutting cultural distinction does not always apply to everyone.

Let us have a look at some classifications that intercultural communication theorists have put forward in as a helpful guide for international business people to learn how to better interact with people from different cultures. The idea was that knowing how one population group initiates initial contacts, greetings, interacts during a business meeting, etc. can help prevent you from intercultural miscommunications and reduce the likelihood of you unconsciously offending the interlocutor. These classifications were developed to help recognise certain behaviour linked to cultural background and national origin. For instance:



- **Individualist versus Communitarian Cultures:** depending whether one comes from an individualist or a communitarian culture influences to what extent that person emphasises the individual versus the collective. Individualist societies tend to emphasise the centrality and primacy of the individual, whereas communitarian cultures put the accent on the centrality of the community before the individual. If an individualist is working with a communitarian, this can lead to misinterpretations of the individualist' attitudes as rude, impersonal and of communitarian attitudes as too much direct and personal.
- **Particularist versus Universalist Cultures:** particularist cultures tend to be more relativist; attention is given to relationships and morality and judgments change according to changing circumstances. Universalist cultures believe rules and laws are objective and unchanging and must be followed by everyone regardless of the relationship and context. These differences can result in varying and possibly even conflicting approaches for addressing ethical questions, building relationships and negotiating.
- **Achiever versus Ascriptive Cultures:** Among a culture of achievers, people tend to be judged on what they have accomplished and can be documented, put on record. In an ascriptive culture, a person's status is attributed to things like birth, kinship, gender, age, interpersonal connections. Depending on one's cultural estimation there will be different justifications for existing hierarchies and power relationships within the culture.
- **Specific versus Diffuse Cultures:** specific cultures are characterised by a net distinction between public and private spaces, the latter of which is to be shared with only close friends and associates. Among diffuse cultures, public space and private space are similar in size, while individuals tend to guard their public space carefully, because entry into public space affords entry into private space as well. This affects the way personal and public lives are organised.
- **Affective versus Neutral cultures:** People from neutral cultures do not openly express their feelings, but keep them carefully controlled. In contrast, people from highly affective cultures show their feelings plainly, using both verbal and nonverbal communication. This can result in different interpretations of what is being actually said and what is being expressed through body language .

While these guides are meant to support people interacting with cultures that are different from their own, it is important to remember that there are thousands of nuances and different communication styles and cultural characteristics that may influence the way in which a person communicates and interprets the messages.



The reality is that people are adaptable and certain behaviours likely change from country to country, from community to community and from person to person. Quite simply, every encounter is unique. So it is important to be sensitive towards every person you interact with and to practice your communication style.

In addition, inequalities and power dimensions might also influence people's lens of the way by which they perceive the world and thus interpret messages and communicate from a privileged or disadvantaged position. More modern adaptations of cultural dimensions have meanwhile been proposed by different theorists to help identify varying degrees of behaviour related to life circumstances and social status. For instance, newer theories take into account inequalities and power dimensions, considering how this influences people's positioning, which in turn influences the way in which they perceive the world and thus interpret messages and communicate, whether from positions of privilege or not. This included factors such as:

- Power versus distance, which relates to the different solutions to the basic problem of human inequality;
- Uncertainty versus avoidance, which relates to the level of stress in a society in the face of an unknown future;
- Individualism versus collectivism, which has been adapted from the above theory as it relates to the integration of individuals into primary groups;
- Masculinity versus femininity, which relates to the division of emotional roles between women and men;
- Long-term versus short-term orientation, which relates to the choice of focus for people's efforts: the future or the present and past;
- Indulgence versus restraint, which relates to gratification versus control of basic human desires related to enjoying life.

These additional guides seek to help people become conscious of their positions in society, whether speaking from a position of privilege versus a position of disadvantage, and they take into account power dimensions which results in some voices being heard and others being ignored".



It is important to “practice active listening, empathy (i.e. thinking from the perspective of the other person talking), being able to tolerate ambiguity (especially acknowledging that any ambiguities may be attributed to cultural differences and power/status differentials) and flexibility (i.e. the ability to adapt communication styles based on the situation and the interlocutor) when interacting with others, regardless of their cultural, national, ethnic or social status and background”.

“Reflection is necessary since you need to understand your own concept and game rules to culture before you can begin with understanding, comprehending that of others. This applies to every aspect. So don’t look at others, but your own concepts first!! When there is a willingness to understand, there is usually a way to clarify a concept”.

Intercultural communication: principles, obstacles

Constructive and respectful communication is essential for all human encounters and is a constitutive element of the integration process. We have come to realise that the more individualised and technological our communities have become, the more we need to practice how to engage with people in general. It is vital to recognise the value of communication and see it not just as a mere message transmission, but as a non-conflicting and peaceful way to build inclusive communities based on encounter, while also addressing the challenges posed by the ever increasing intercultural nature of our societies, including the fear of foreign cultures and their “unknown customs and habits”.

Intercultural Competence is a social political concept recognising the concepts which provide the basis for the different interests, backgrounds, possibilities, etc.

Intercultural Orientation and Opening

1. Stimuli
2. Structure
3. Recognition

The key is to practice conscious communication.



The tools in this section are meant to help you (re)learn how to interact with people in general and with people unknown, including people from different cultural backgrounds, such as refugees. This should help us understand our own biases as well as the lenses through which we perceive the world and to recognise how this influences our interactions with others. Of course, every encounter is unique and not everyone is the same or fits into common socialised behavioural patterns, but if we are aware of some general principles and rules for communication, we can interact more comfortably with others.

Intercultural communication: techniques and recommendations for communication

The key is creating a trustful relationship between refugees and local citizens in an effort to foster integration. “When talking about migrants and refugees, how communication unfolds plays a vital role in the integration process. Intercultural interactions are essential in breaking down stereotypes and fears that lead to discriminatory attitudes. Involving both migrants and natives in dialogue and interactions to learn from one another may result in achieving mutual understanding and knowledge about each other’s cultures.

Fostering intercultural communication and encounter is one of the core elements for achieving truly welcoming societies. Every human encounter is based on communication, and if you want to take action and organise intercultural activities with your local community, including refugees, you might keep in mind that interactions between people from different cultural backgrounds and language skills are not the only important factors. It is indispensable to have a good knowledge of one’s own culture and be aware of culturally-biased assumptions and interpretations that may be influencing your behaviour and interpretations during the interaction . Furthermore, it is important to make an effort to be sensitive and to understand the various differences in customs, attitudes, behaviours, and to be motivated by a sincere willingness to adapt.

Given the wide variety of national, racial, ethnic, cultural and religious values, a single universal secret for intercultural communication does not exist. It is up to you to sense and to adapt to the situation and the needs of the people you interact with, and vice versa. However, it is fundamental to never forget that during every type of human encounter a good command of your body language and way of speaking, as well as attentive and empathic listening, are



key for engaging in meaningful and constructive interactions. Learning how to use nonverbal communication, how to listen actively, how to ask questions and how to first understand the other and then to be understood are essential techniques”.

Small group exchange

- When was the first time you became aware of your culture?
- Has the practice of any rituals in the process of your socialisation ensued or developed (such as how you celebrate holidays)?
- Would you be able to describe your food culture, family support network, relation to health and illness, etc.?
- What evidence is there of having a work culture?
- What influence do the norms and values of your culture have on your behaviour on a daily basis? Do you have value orientations?

Preparing for the interaction

“There is a lot to learn about people and their various cultures. Attitudes, behaviours, ways of reasoning, expressing emotions, arriving to meetings (i.e. punctuality), etc. vary across and even within countries and cultures. Even if you are an expert in the field of intercultural studies, it is impossible to know everything about every culture in the world, especially when we know that every person is different and some people simply do not fit into what is considered the standard protocol of behaviour of a certain country or culture. It is important, therefore, to be aware of such diversity and to not panic or feel overwhelmed during encounters or intercultural dialogues with strangers.

Each interaction is unique. Just like each person is unique. However, some essential guidelines exist that may be useful to keep in mind for each encounter. For example, it is essential to try and not make assumptions about the person you are interacting with based on his or her nationality, ethnicity, culture, age, sex, etc. In this regard, it is important to start by asking questions. In addition, when engaging in dialogue, we often tend to focus more on what we are saying instead of what the other person is saying. We may be so busy coming up with the



next question to ask that we forget to listen to the answer to our previous question. A conversation will not get very far without listening. So, start by asking questions and listening to the answer and then try to balance listening and speaking as this will open up an interaction based on genuine curiosity and interest about the other person.

A constructive and successful communication and a correct interpretation of the messages received can usually only be achieved if we practice active and empathic listening, maintain a good control of our body language and apply effective speaking techniques, including verbal and nonverbal communication, and appropriate questioning (using open-ended questions)".

Small group exchange

- Do the refugees in Armenia share the same culture and value orientations as you do?
- Where do your and their values differ?
- What problems have been caused or might be caused by the differences in your value orientations?
- Do you think it is helpful to know and recognise the differences?

During the encounter

"Unconsciously, each one of us has a natural tendency towards particular communication behaviours that can constitute an obstacle to a constructive interaction . These barriers can decrease the possibilities for a valuable encounter by having a negative impact on the person with whom you are interacting. For instance, it can:

- Diminish the person's self-esteem;
- Trigger defensiveness, resistance and resentment;
- Lead to withdrawal and feelings of defeat.

It is therefore important to be aware of one's most common patterns of learned communication behaviours and to try and overcome them if they result in distancing yourself from the person with whom you are communicating. An example of a behaviour that has been identified as interfering in successful encounters is "judging". This is understood as the natural



tendency to approve or disapprove statements and behaviours of the person you are interacting with. Judging can be expressed through:

- Excessive negative criticism;
- Labelling without knowing the person;
- Diagnosing, trying to probe for hidden motives.

It is crucial to avoid stereotypes and prejudices, which usually provide fertile ground for discrimination, persecution and eventually violence. Moreover, such judging behaviours greatly impair open and non-biased dialogue or encounters with others.

Another example of a behaviour that is known to interfere in successful encounters is “sending solutions”, as this can be interpreted as an obstacle in addressing effectively the true needs of the person you are interacting with. It is thus important to avoid:

- Ordering solutions: meaning unilaterally imposing a solution on someone, without trying to figure out together the best pathway;
- Moralising your proposal, such as: “this is the right thing to do”;
- Questioning excessively. Remember, the dialogue is not an interrogation;
- Giving advice without understanding the problem.

Another example of a behaviour known to interfere in successful dialogue is “avoidance”. Avoiding can be understood as an unintentional way of getting off track in the conversation. Hence, it is important to concentrate on:

- Not diverting the subject (switching conversation to your own issues and switching the focus to be about yourself);
- Not ignoring the other person or listening only partially;
- Not using excessive logic in an emotional situation (as this can block empathy/sympathy and cause the other person to lose trust);
- Not getting defensive and not accepting feedback”.

Tips for monitoring ways of listening and speaking

“Ways of listening:



Active listening means listening and being sensitive to the person you are communicating with in a way that shows understanding, empathy, and interest. This makes the speaker feel important, empowered and acknowledged. For this reason, it helps to:

- Focus and reflect on what is being said: look at the person who is speaking and suspend other things you are doing;
- Perception checking: do not forget to check frequently for a reaction (verbal or non-verbal) and whether there is comprehension;
- Ask frequent questions to clarify, such as: “Is what I am saying clear?” “What do you think?” Try to avoid suggestive questions like: “I’m sure you’ll agree with me that...”;
- Acknowledge and support the other person’s efforts to communicate with encouraging gestures;
- Ask for feedback: the ability to give and receive feedback is important to assure an accurate interpretation of the dialogue. Feedback should be direct and specific regarding the topic rather than formulated about the person who’s expressing the topic;
- Summarise frequently to reinforce what is being said and communicated;
- Learn to interpret a smile: it can be a sign of agreement or apprehension or politeness depending on a person’s background and personality;
- Learn to interpret silence: silence can be understood sometimes as disapproval or agreement, so be careful;
- Address the expressed concerns of the person you are interacting with and check for reactions, asking what he/she thinks.

Ways of speaking:

- Adapt your communication during the dialogue and according to the situation, taking into account verbal (spoken) and non-verbal (unspoken) clues;
- Try to use simple language, keeping your vocabulary and sentences direct, clear and easy to understand. Be cautious, however, that directness is not highly valued in all cultures, so speak with care and tread slowly. Direct communication is valued more in individualist contexts and less in communitarian contexts;



- Speak slowly. Do not forget that the pitch of voice, rhythm, rate of speech, emphasis, emotions and gestures vary and have different meanings among different cultures, so be conscious of the difference between intention and impact;
- Avoid the use of jargon, popular sayings or complicated terminology that could be misunderstood or even misinterpreted as offensive;
- Use examples to illustrate your point as this contributes to emphasising your intended message;
- Use visuals (diagrams, photographs, etc.) whenever possible to link verbal and visual clues”.

Tips for being aware of your body language

“In all communication, we are also communicating via our body language even if we are not conscious of it. Therefore, it is important to pay attention to our own behaviour and how it can be interpreted. However, as with verbal communication, non-verbal communication also varies a lot among and even within countries and cultural norms. In addition, not everyone behaves the same way within a country or cultural group. It is also useful to be as open as possible to and conscious of the multiple ways cultural norms can be interpreted. For instance, intercultural theorists have identified cultures that tend to show more neutral as opposed to more affective modes of communication.

In relationships between people, reason and emotion both play a role. Which of these dominates often depends on whether we are “affective”, that is we show our emotions, in which case we probably get an emotional response in return, or whether we are emotionally more “neutral” in our approach. The amount of emotion and expression we show may be attributed to personality, family upbringing, socialisation or even cultural norms. This can determine the way a person expresses his/her feelings and emotions, whether he/she keeps the feelings carefully controlled or shows them visibly, for example by laughing, smiling, grimacing, scowling and gesturing. This in turn can result in there being different interpretations and meanings perceived during the interaction. A variety of communication problems have been known to abound across cultural boundaries as a result of differences between affective and neutral speaking and interpreting approaches. For instance, a neutral-oriented speaker might allow relatively longer silences between sentences. This may be interpreted by affective-oriented cultures as a failure to communicate. Another example is that neutral-oriented societies may tend to have a much more monotonous tone of voice,



which is considered a symbol of self-control and respect. To some affective cultures in the west, however, this monotonous pattern might be mistaken as lack of interest in the subject matter or in communicating in general.

These and other differences between neutral and affective ways of communicating can have an impact on things like physical contact, the tone of voice and the amount of space deemed comfortable for people to maintain when in dialogue. For this reason, how frequently and if at all we touch the person we are interacting with may have consequences. Hence, when meeting someone for the first time, it may be better not to immediately engage in physical contact. But this is tricky, because it is also important to not come across as being too cold or distant. In some cases, people may like to greet someone by kissing them on the cheek, and then it's the question of how many times, while in other cases people may prefer to just shake hands in a western business handshake style. It is therefore important to get a feel for the person, to assess the situation and to try to understand the personality, socialisation and attitude of the other person so that you can adapt your communication approach to foster conversation instead of creating boundaries. The aim is to create a space that makes the interaction comfortable for everyone involved".

Becoming conscious of our lenses

"Misunderstandings often prevail in our communications. Sometimes we say or do something unconsciously, and hence unintentionally, that offends the person with whom we are interacting. Sometimes we mishear what is being said. Sometimes our biases come into play, causing us to interpret the message in a particular way. And sometimes, we might even mean to be critical, prejudiced and offensive, which typically results in a fight, conflict or abrupt end to the conversation.

Each person tends to see and interpret the world through his/her own personal lenses shaped by his/her own upbringing and socialisation. Our values, cultural and ethnic backgrounds, past experiences and demographic makeup, such as our age, sex, wealth, "power" positions, etc. within the society, all influence our lenses.



And these lenses influence, involuntarily, how we interact in the world, how we communicate verbally and non-verbally, with whom we communicate, in which “privileged” or “unprivileged” voice we communicate, as well as how we interpret what others are saying and doing. This, in turn, influences our relationships, beliefs, attitudes and motives and might subsequently lead to prejudices, distorted perceptions and misinterpretations in different situations.

People are generally afraid of differences. So, the higher the cultural differences, the higher the possibility that a person feels stressed, alienated or even intimidated. When a sense of stress or fear enters a conversation, the encounter could go in any number of directions. It is therefore important to try and achieve a peaceful dialogue, for example by listening, seeing the other person without prejudice, practicing empathy and attempting to truly understand without judging or without imposing your own opinions/views. In doing this, you practice an ‘attitude that is essential because it produces an encounter’, an encounter which ‘gives our lives meaning and purpose’. You can enable honest dialogue and simply listen and learn what the other person has to say. In so doing, “you gain meaning, which leads to a feeling, a sentiment, of gratitude’ .

And it is this sentiment, according to Pope Francis, that has been perceived to be the essence of education, which opens us to the unknown, which frees us from prejudices that keep us from dreaming and seeking new paths. He believes that we have a ‘duty to hear people, and to give them a context of hope so that their dreams might grow and be shared’. Since shared dreams can produce a ‘utopia’ to strive after; a ‘utopia’ by which we create a culture of encounter that allows people to arrive, not at uniformity, but at harmony”.

What to do in case of tensions?

“Despite efforts to create cultures of encounter, you may find yourself in a difficult situation where the dialogue is blocked by biases or disinterest. You and the person with whom you are interacting may find yourselves in a disagreement, one or both of you may be unwilling to question the lenses through which you see and interpret the world, or you may be more interested in stating your position rather than listening. In such moments, the following reminders may be helpful:



- Keep calm: the ability to manage anxiety is very important during an encounter. If the conversation becomes too tense and the participants too anxious, it is better to change the subject or postpone the discussion to a different moment after first discerning and reflecting;
- Try to be empathetic: expressing emotionally the impact of the encounter may help foster understanding and develop empathy. By considering the situation from the perspective of your interlocutor, you may perceive the situation from a different angle;
- Humour: In some cultures, using humour can help in de-escalating a tense encounter and in building bridges;
- Taking a break can cool down the situation so that emotions can simmer down;
- Shifting the focus of discussion on the issue and not on the people is vital: often people tend to speak in generalisations about whole populations based on the behaviour of just one or several persons. In this regard, it is more conducive to speak about a certain behaviour or issue and not generalise about a whole cultural group;
- Summarise the issues and emphasise the common grounds instead of the differences;
- Apologising can often mark a turning point;
- Agree to disagree and be nevertheless grateful for the encounter. Be appreciative of the other person's opinion/perspective;
- Keep practicing. Continue to engage people in dialogue and to practice your active nonbiased listening skills. See how easy it is to engage in conversation with someone who does not agree with you or does not share the same perspective. How does that make you feel? What do you think triggers these feelings? Are you able to reflect and consider why your position is so rigid and what would convince you to open up a bit more?
- Successful intercultural competence typically requires self-awareness and openness to differing views. It also requires practice and consciousness. It is not an automatic skill set, considering how we have been socialised to believe and behave in certain ways. So, keep trying and see whether you can contribute to building bridges and to ensuring respect for diversity".

How to react when someone is aggressive or hostile?



“Despite your greatest efforts and regardless of how conscious and practiced you are, you may face moments when the conversation is stopped and bridges of understanding cannot be achieved. For instance, in cases of blatant discrimination, racist and xenophobic verbal assaults, there is often little room for reasoning as emotions run high or if the person you are trying to communicate with is convinced of his/her sense of superiority. Yet, it is important to confront behaviour that fails to respect the dignity of everyone and also to counteract any harmful language in a positive and constructive way. Here are some suggestions of what may be helpful:

- Try to understand the situation and background in which a discriminatory, hurtful statement is made. It can be useful to ask yourself questions like: “Why is someone representing this view?” “Is he/she afraid or is it more about getting attention?” “Are there people present who may be targeted by the racist comment and who may feel personally affronted?”;
- Question the sources: emotional arguments are often based on half-knowledge or guesswork. To uncover this, you can ask people: “I have not heard of this before, from where did you get this information? Do you think that your source is reliable?”;
- Be an ally and support the person targeted by the hostile comments: this is not to say that you need to bring a change in the provocateur. Rather, it is more important to support those targeted by the provocative statements and show them that they are not alone;
- Prepare yourself mentally: to be more prepared and confident in a discussion, try to think about possible strategies for reacting to the most common defamatory statements ;
- If possible, fostering a change in perspective would be great: often, when a person expresses himself/herself in a hostile manner by using hate speech and applying an attitude of superiority, in reality this person may be suffering from extreme inferiority issues and is trying to make himself/herself seem stronger. People who are fearful of those coming from different ethnicities, origins or backgrounds often have had little experience and interactions with such diversity before. Hence, fear of the other and ignorance propel a certain hostile attitude. As such, it may be worth questioning this point of view directly, for example by asking ‘Have you ever spend your holidays abroad before?’ ‘Have you ever engaged in a conversation with a foreigner?’ “Have you ever experienced uncertainty in your exchanges with a foreigner?” “Have you ever invited someone different from you to dinner at your house?”.



Annex I: Additional questions for small group exchange

Education

- Is educational segregation a reality in your country? This is attributed to residential segregation resulting from factors such as social housing policies, which results in a high concentration of refugees or migrants in some particular neighbourhood(s), and discrimination on the housing market. “The organisation of the local school system is linked to the spatial distribution of children with a migrant background”.
- Is the selection of students by schools contributing to school segregation? “This includes some specific admission rules and school or student profiling, and as a result children coming from disadvantaged environments may not meet the set criteria. In countries where the choice of school (parental choice) is free, the segregation is stronger. Direct or indirect discrimination in selection of students also leads to a high concentration of migrant/refugee children in some schools”.
- Does the lack of language capacity cause newly arrived children to face particular challenges? “In order to acquire the necessary level of language, school administration may organise some specific, ad hoc (and generally segregated) classes and/or schools (so called temporary 'catch-up' classes). In many cases it contributes to further segregation as these temporary facilities may become permanent”.
- Are students who are enrolled in segregated facilities presenting lower educational performance compared to the national/local average? Is this linked to the school performance and high dropout rates or to the likelihood of there being a lower share of students continuing higher education studies?
- Is the physical capacity of the school too limited to accommodate newly arrived students? If the extension of capacities is organised in separate classes or schools for children with a migrant background, this could lead to further segregation. “School administrations may also face some particular challenges because of a high turnover or shortage of teachers in segregated schools”.
- Is it too complex to accommodate the needs of the various stakeholders? “Teachers, for instance, may require more educational assistants, less working hours, more educational support. Students may need smaller class sizes, more space for the classrooms, sport activities, enrolment mechanisms which allow them to attend mixed educational facilities. Parents may generally prefer schools in close proximity with their residence. These needs may not coincide and it would result in conflicts between different stakeholders”.



Housing

- Is overcrowding an issue in your country? Is the cost of housing an overburden? Does discrimination on the housing market negatively impact the already disadvantaged position of migrants/refugees?
- Does it reinforce segregation and undermine social and spatial inclusion?
- Are discriminatory attitudes towards migrants/refugees in relation to housing reported to government bodies and monitored?
- Does the spatial segregation of marginalised people result in their physical and social isolation from the mainstream society? “Segregation is characterised by the physical and social separation of members of a marginalised group from members of non-marginalised groups and unequal access to mainstream, inclusive and high-quality services. It is the result of many factors, such as limited cheap housing options, discrimination on the housing market and limited access to social housing”.

Social investments

- Are funding programmes contributing to the physical and social separation of marginalised people, migrants, refugees, rather than going toward ensure access to adequate and non-segregated housing?
- Are housing infrastructure investments being complemented by soft measures in the framework of an integration approach?
- Are investments contributing to closing the physical and social gap between segregated and non-segregated areas? Are they contributing to improving access to quality services and infrastructure?
- Are investment in infrastructure and services ensured to connect segregated areas with neighbouring urban or rural areas (e.g. improved connections between the targeted settlement and the principle population areas by expanding public transport services)?

Equality



- Are there measures to ensure early detection of discriminatory treatment and to process legal cases? Are capacity building measures needed for this, consisting of training stakeholders about the anti-discrimination legal environment, pro bono legal service, organisation of seminars, workshops, conferences, etc?
- Are equal opportunities and non-discrimination policies key components of all city legislation, planning, policy, institutional mandates, practice and communications, including also in enforcing the prevention of discrimination, hate speech and hate crime? Has your country created a designated local level monitoring, complaints and enforcement body that can serve a crucial role in ensuring that equality and non-discrimination are adhered to? If not, are mechanisms enforced to identify and suppress infractions, as well as defending and providing redress for victims?

Refugee reception

- Do you have national reception programs for refugees starting from day 1? Are the modalities for the provision of reception conditions different across the country; i.e. is the structure of the reception system based on a large and geographically isolated centre with an in-house provision of services, are asylum seekers receiving financial assistance and are able to choose housing themselves? Is there an intention to standardise reception conditions?
- Concentration and dispersal. Is there a high concentration of asylum seekers in one location? Is there a dispersal process to ensure they are evenly spread throughout the territory? Is the necessary infrastructure in place in the rural areas? If not, is it clear that this slows down the integration process of the refugees in locations lacking essential services?
- Are asylum seekers or refugees able to move freely within the territory or are they assigned to a specific region in your country? Are you addressing their social and physical isolation in that case? Accommodation centres should guarantee an adequate standard of living; “private houses, flats, hotels or other premises adapted for housing applicants. At the same time, the type and location of the housing solution can significantly impact the social integration of asylum seekers in the mainstream society”.
- Are you required to provide adequate material reception conditions to asylum seekers, whether it be through the form of financial assistance or in kind, which guarantees their subsistence and protects their physical and mental health? Is this being done?



- Are you providing asylum seekers access to the labour market no later than nine months from the date when their application for international protection was lodged? Is your country influencing the conditions of access?
- Are you providing minor children access to the education system within the first three months, which may include preparatory classes, including language classes to facilitate their access to and participation in the education system?
- Are you assigning systematically guardians to all unaccompanied children or are there extreme delays in their appointment? Is there a lack of foster care, resulting in unaccompanied children reside solely, and over a long time period, in reception centres, thereby being social and physically excluded from mainstream society?
- Are you addressing the needs of applicants for international protection, who are more likely to suffer from disorders related to extreme stress, such as anxiety and posttraumatic stress disorder (PTSD), than the general population? “Having often faced war, persecution and extreme hardships in their country of origin or throughout their journey, applicants for international protection may be exposed to various factors that affect their mental wellbeing. These factors are often heightened by their current stresses and worries about their uncertain future”.
- Are you providing basic material reception conditions, including food, clothing etc., from the outset? Are you paying particular attention to vulnerable groups such as children, including unaccompanied children? “Regardless of the conditions set out by countries, funding may be used to provide material conditions to asylum seekers residing both inside and outside the reception centres. In the case of such an inconsistency between the national legal requirements and funding eligibility, activities supporting material conditions can be delegated to an external non-governmental stakeholder (such as an NGO)”.
- Are you providing community-based reception models? “The large scale and isolated institutional type of reception model significantly hinders the long-term integration of asylum seekers because it may contribute to the social and physical isolation. Reception centres are large-scale when they provide a wide-range of services in-house, for example schools, medical services, vocational training, etc. As a result, the stay of asylum seekers in reception centres should be limited in time and non-segregated housing should be provided as soon as possible. Where some form of reception centres must remain, these should be small in scale and located in close proximity to mainstream society. Investments in large-scale residential reception centres may preserve the institutional type of reception model. Preference should be given to small-scale reception centres which allow for emergency situations, in particular



the unforeseen increase in asylum applications by maintaining a buffer capacity (i.e.: houses which may temporarily increase the number of beds)”.

Healthcare services: a holistic approach to urban health

- Are medical services subsidized by your government?
- Does your government allocate a certain amount annually from the state budget for the medical needs of socially vulnerable groups?
- Who may fall under this category?
- Does this suffice for covering the needs of the migrants? If not, what else would be needed?

Social security, social protection

- Is social security and social protection subsidized by your government and available to everyone on equal terms?
- If not, what are the distinguishing characteristics of difference related to this?

Access to basic mainstream services, utilities, transportation, infrastructure, waste management

- When you conceptualise challenges in your country related to migrant integration, do you think of the importance of accessing basic mainstream services, including for instance, utilities, transportation, infrastructure, banking, or waste management?

Public safety, policing, law enforcement, access to justice

- How important do you see public safety, policing, law enforcement and access to justice?
- Is this automatically associated for you as a topic related to migrant integration? Why or why not?



Culture, sports, leisure and recreation

- What role does culture, sports, leisure and recreation play in your country, both nationally and locally?
- Are migrants a part of this? Are they represented and active in these different areas?

Annex II: MIGRATION AND DEVELOPMENT; HUMAN RIGHTS AND INCLUSION

A contextual overview of realities and challenges of international migration today

The starting point: what migration is about

Migration is about people and it is fundamentally about internationalised labour and skills mobility in a globalised world. That mobility is key to sustaining the world of work in the Twenty-First Century: key to the viability of labour markets worldwide, to obtaining return on capital in a globalised economy, and key to development. The very survival of developed economies depends on migration.

Migration rejuvenates workforces, maintains viability of agriculture, construction, health care, hotel, restaurant and tourism and other sectors, meets growing demand for skills, and promotes entrepreneurship, all this across Africa as elsewhere. Migrant remittances, transfer of skills, investments, and expanded trade enhance development and well-being in many countries.

In a globalised world dominated by a capitalist mode of economic relations, governing migration is inevitably about ensuring protection of people, about decent work for all, about social protection, and about fair development for all people whether they are working or not.

There are an estimated 250 million foreign-born people residing today in countries other than where they were born or held original citizenship. However, this figure is a significant undercount as it does not account for short-term, temporary migrants, nor for cross-border traders –many in Africa— moving across various countries although remaining legally resident in their home country.

That UN global estimate accounts for refugees and asylum/seekers –although not internally displaced persons (IDPs). Current UNHCR figures count 22.5 million refugees (17.2 million under UNHCR mandate and 5.3 million Palestinians registered by UNRWA, the UN Relief and Works Agency). UNHCR also counts 10 million Stateless People. Refugees and Stateless



Persons comprise about 12 percent of the global migrant population. 55% of the world's refugees come from three countries: Syria (5.5 million), Afghanistan (2.4m), and South Sudan (1.4m).

Economic activity and employment considerations also concern these persons displaced by political or humanitarian emergencies, and certainly concerns their local integration, resettlement or eventual repatriation as well.

Migration and economic activity

Well over 90% of migration today is bound up in employment and economic activity outcomes; regardless of immediate reasons for admission, such as employment, family reunification, immigration, educational studies, or refugee flight. ILO calculated that 150 million of the 232 million people – including refugees – living outside their countries of birth or origin in 2013 were economically active –employed, self-employed or otherwise engaged in remunerative activity.

Migration represents growing portions of populations and, particularly, work forces in many countries across Asia, the Americas, the Caribbean, Europe and Eurasia. Foreign born workers comprise 10% to 15% of labour forces in Western European countries and more than 18% in immigration countries, such as in Australia, Canada and the USA, and 40% to 93% of work forces in member States of the Gulf Coordination Council (GCC) and Libya among MENA (Middle East and North Africa) countries. It is 10 to 20% across Eurasia (Russian Federation, Caucasus and Central Asia). While it is less in much of Africa; 25% of the workforce in Cote d'Ivoire (25%) is foreign born/foreign origin.

The irony is that this occurs as unemployment rises. The dichotomy is twofold: a significant proportion of unemployment is structurally inherent to jobless growth approaches by finance and industrial capital, while technological evolution in the world of work results in many workers left with obsolete skills and experience or simply without skills relevant to today and tomorrow's employer needs, coupled with education and training lagging behind evolving economic and labour market needs, both in numbers trained and in content of training, in most countries.

Labour Mobility and Regional Economic Integration:

Common terms that shape perceptions –South-North and South-South-- do not accurately convey the reality that most migration is taking place within regions –not between. 52% to over 60% of migration originating in Africa, Asia and Europe remains within those regions. Much migration today takes place within the twelve Regional Economic Communities that



have formal regimes of free circulation of persons that involve a total of over 120 countries. 80% of migration originating in West Africa goes to other member states of the ECOWAS. It is 60% for the SADC region (Southern Africa Development Community), similar to proportions in the European Union and Mercosur.

Free movement of persons has long been recognised as a key pillar of economic integration and development in Regional Economic Integration processes (commonly referred to as Regional Economic Communities -RECs- in Africa). Free movement of persons is the means to ensure availability of skills and labour where needed to spur investment and economic development by drawing on the full breadth and diversity of professional and technical competencies as well as labour power across the member States of RECs. It is the practical means for expanding free trade and commerce throughout the region, particularly of locally-produced goods and services.

Thirteen regional integration processes worldwide involving some 120 countries now include or are negotiating free or facilitated circulation regimes. These include Andean Pact, ASEAN—the Association of South East Asian Nations; CARICOM –the Caribbean Community; CEMAC/ECCAS –Economic Community of Central African States, CICA –Central American Integration Community; COMESA –Common Market of Eastern and Southern Africa; EAC –East Africa Community; ECOWAS –Economic Community of West African States; EU–European Union; the Eurasian Economic Union—EAEU; GCC –Gulf Cooperation Council; IGAD –Inter-Governmental Authority on Development (Horn of Africa area); and SADC –Southern Africa Development Community. Migration in terms of free circulation is –or is potentially—an engine of development and integration for each of these regions, as it has been for the EU. However, long experience shows that the potential of migration is only realised when it is effectively governed, properly regulated, and migrants’ rights are protected.

Intra-regional mobility and associated benefits represent a vital livelihood strategy for many Africans, Asians, Europeans, Latin Americans, and Armenians. However, many observers miss the crucial labour mobility and economic development interdependency with regional integration.

Economic activity does not occur without capital, labour power and skills/technology coming together.

Development today will not advance without integrating the material and human resources, capital, technological capacities and larger markets across groups of states that only combined together can obtain: 1) the breadth of resources, 2) scale of production, and 3) size of markets



that guarantee viability in a highly competitive globalised world economy. Integration will not thrive without regulated freedom of movement of goods, services, capital, technology and labour at all skills levels.

Development is the catchword for discussion of migration. Development is often simplistically equated with growth of GDP --increased economic growth measured by domestic production of goods and services. However, a more adequate understanding of development is:

the elaboration of productive means, forces, capacities and output that provide goods, services, technology and knowledge to meet human needs for sustenance and well being. Development comprises building the material means for: extraction and transformation of resources; for production of goods, services and technology; for constructing infrastructure required for producing, transporting and distributing resources, goods, and services; for reproducing capital and labour; and for providing human welfare/well-being in terms of housing, nutrition, healthcare, transportation, education, and culture in its broad sense.

These factors and conditions must be taken into account in revitalising the domestication and implementation of existing free circulation regimes across Africa and elsewhere, and in negotiating viable regimes among RECs still lacking effective approaches.

Economic importance of migration

Recent figures indicate that the annual flow of remittances is more than 500 billion US dollars . Some estimates exceed \$600 billion. That is considerably larger than total annual overseas development assistance (ODA - “foreign aid”) and larger than total foreign direct investment (FDI). But remittances generally comprise less than 20% --at most-- of migrant earnings.

Nonetheless, a more comprehensive measure of value of economic activity by migrants to host countries may be at least 2.5 to 3 trillion dollars, measured by an extrapolation of aggregate direct earnings. That does not indicate the value added or created by migrants’ labour not returned to workers in remuneration or benefits but that adds to the worth of employers, whether private or public, in formal and informal sectors. The acknowledged subsidy that undocumented migrant workers provide to the US Social Security system is estimated to be near 50 billion dollars over the last 5 years.

Remaining un-measured is the value of training and social reproduction cost transfers made by migrants moving usually from less to more developed countries. In aggregate terms, that represents a sort of foreign aid primarily from South to North. Assuming that each migrant with tertiary education represents \$40,000 in cost of usually State-financed higher education, migration of 100,000 skilled workers represents an aggregate transfer of educational



investment equivalent to 4 billion US dollars. This figure is indicative; no research on costings and aggregate values has been widely done.

Greater mobility anticipated

Within 15 years, the majority of world's countries and populations will be in serious work force decline. Germany loses 5 million members of its work force in the next ten years; the Russian Federation has lost 10 million since 2000, with currently a rate of reduction of 1 million workers per year in its domestic labour force. The Japanese labour force will have shrunk by 37% in 2040 from what it was in 1990. A recent study says that Switzerland will need 400,000 additional workers by 2030. China's work force may decline by as many as 126 million people in the next 30 years.

Some 140 of 224 recognised countries and political territories are at or well below zero population growth fertility rates. Examples from regions, starting with 5 members of SADC: Botswana, Mauritius, Namibia, Seychelles, and South Africa. Elsewhere in Africa: Libya, Morocco, Tunisia. Asia: Bhutan, Brunei, Hong Kong, Indonesia, both South and North Korea, Malaysia, Mongolia, Singapore, Sri Lanka, Taiwan, Thailand, Vietnam. Americas: Brazil, Canada, Chile, Colombia, Costa Rica, El Salvador, Nicaragua, Paraguay, Uruguay, USA, plus nearly all Caribbean states. Argentina, Mexico, Peru are 'almost there' with 2.25 fertility rates in 2013. All EU member countries. Eurasia: Armenia, Azerbaijan, Belarus, Georgia, Moldova, Russian Federation, Ukraine, Uzbekistan. Middle East: Bahrain, Iran, Lebanon, Qatar. Saudi Arabia is at 2.21.

Over the coming years, all of these countries face increasing departures from the work force uncompensated by decreasing numbers of youth entrants. This means increasingly intense global competition for the most crucial economic resource of all today, trained skills at all levels. The likely consequence for many developing countries will be even greater drain of skilled and educated human resources. It also means looming crises for contributory-based social security systems as declining work force numbers face increasing numbers of retired workers.

Pressures for labour displacement and emigration from countries North and South remain intense; in some situations they have significantly intensified in the last five years. Particularly in Africa, the main factor remains the absence of jobs and decent work in countries with growing youth populations. Job creation remains consistently flat while youthful populations are increasing, adding millions of new workers each year to labour markets in which new jobs created only match numbers of jobs lost. Significant population growth is expected to continue over the next three decades across sub-Saharan Africa, with fertility rates and population growth gradually decreasing by mid-century. A major consequence will be millions



more youth reaching working age with no prospects for employment and many with no training or qualifications to meet employer needs.

Meanwhile, financial crises and austerity measures that devastated national economies as well as social protection systems even in Europe have resulted in youth unemployment rates at or above 50% in several countries. New waves of emigration, especially of young skilled workers, have been departing from Greece, Ireland, Italy, Portugal and Spain.

Skills and training constraints

No country today can form or train the entire range and number of evolving skills needed to perform the ever more complex work performed on its territory. This drives a constantly increasing, international mobility of skills, competences, and labour at all skill levels.

The skills crisis is critical. A forecasting study by the McKinsey Global Institute estimated that the global shortage of high skilled and trained technical skills is projected to reach 85 million by 2020. 38- 40 million skilled workers with tertiary education will be lacking, especially in developed countries. Another 45 million will be missing with needed technical, vocational and scientific skills, particularly in developing countries. This when already today employers and their associations around the world complain that they cannot fill one in three jobs on offer with the needed level of skills.

It is widely observed that institutions and educational systems in many countries are producing graduates with inappropriate, inadequate or obsolete skills and knowledge. At the same time, educational, vocational and technical training systems are not accessible to many youth seeking employable skills and qualifications.

The development cost for is huge, skills are absent where they are needed to spur investment and support economic and infrastructure development. Impediments to mobility and absence of recognition of skills and experience compound the lack of training for current and future needs.

Convergence and contention between economic actors

Capital, managed today mostly by private sector employers and labour represented by worker trade unions, are incontestably the core actors of economic activity. They are the operational pillars for advancing –or simply maintaining-- development. They are thus the key actors to advancing regional integration, certainly in the fundamental economic dimensions. They are the primary beneficiaries of liberalising international circulation of capital, goods, services, technology and labour. They most immediately suffer the losses engendered by restrictions on circulation –whether of capital or people. And they are, in some cases together, the



proponents and beneficiaries of free circulation of persons. Participation of these actors, referred to as the social partners, is thus essential in any process on liberalising circulation of labour.

However, migration is a key terrain of contention between capital and labour: between the employers/private sector versus workers/especially organised unions. It is where the division of wealth is fought out-- how much of what is generated is returned to capital versus how much goes to working people as remuneration and to populations as public services. Migrants are also vectors of contention over conditions of work and investment in safety and health protections versus lowering costs to obtain higher returns on capital.

Migration poses the question of whether working people remain organised to defend their interests. Migrant workers are key to whether and how workers freely associate and organise to collectively bargain for fair remuneration and decent work conditions. They are making or breaking unionisation in industrialised countries.

In the context of promoting freer circulation of people --of labour, 'social dialogue' among the social partners is especially important to facilitate agreement on common positions and cooperation across their diverging interests. This is key for finding workable approaches that engage both employers and workers and bring to bear the strength of a common front to ensure that government and parliamentary approaches take full account of their role and perspectives. That is ultimately essential to making free movement work to advance integration and development.

Human Rights Protection

Exploitative conditions commonly experienced by migrants are structurally driven. For many enterprises in many countries, for entire economic sectors, low cost foreign labour is the only ticket to survival. Labour dependent agriculture would not be viable in Europe nor in North America nor in South Africa --nor could a part of the population afford to eat-- without cheap immigrant labour. Health, home care and schooling for children and care for populations of ageing people increasingly depend on migrants in all regions as do hotel, restaurant, agricultural and tourist sectors in many countries. Global competition, free trade, and the race to the bottom phenomena push against costs of labour and provision of social services; they challenge the very social function of States.

Keeping some migrants cheap, docile, flexible and removable without social costs-- becomes not just highly desirable. It becomes imperative to keep jobs at home and economies afloat, no matter what those jobs are and who is doing them. Despite rhetoric about controlling



migration, migrant workers remain in irregular situations, tolerated because they provide that cheap, flexible labour needed to sustain enterprises, employment and competitiveness.

An excerpt from the executive summary of a report on the UK sums up features consistent with data from many other developed, industrialised countries, including Russia:

“Migrants, especially those from outside the EU15 who have limited access to social security provisions, face the paradoxical position of being welcomed by businesses and the state due to their high flexibility and minimal utilisation of the welfare state on the one hand, whilst facing increasing unease and hostility from anti-immigrant groups, the same state that welcomes them, and large numbers of the general public on the other.

The highly unregulated and flexible economy has allowed many migrants to easily find work and businesses to remain competitive whilst simultaneously creating the conditions for widespread exploitation and producing divisions amongst workers, both between (native) born/migrant and between different groupings of labour migrants.”

Attention to protection of human and labour rights and of decent work is thus an essential pillar of any approach to international labour mobility. This is particularly true regarding the application of international labour standards and their domestication to all workplaces – formal or informal, especially those where migrants are employed.

Social Protection

Migrants are today unwitting players in a vast global redefinition of social protection: who is responsible for it, who is covered and with what benefits. The intent in international law is universal coverage, certainly of a 'social floor.'

Effective social security systems provide income security, prevent and reduce poverty and inequality, and promote social inclusion and dignity. Social security enhances productivity and employability and supports sustainable economic development, contributing to decent living conditions for all and making extension of social security coverage for migrants vital to workers, the economy and society.

Although migrant workers contribute to the economies of both destination and origin countries, they are not usually taken account of in national social security schemes. Migrants often lose entitlement to social security benefits in their country of origin due to absence. They face restrictive conditions or non-access to social security in the country of employment.



Even when they can contribute in host countries, their contributions and benefits often are not portable to origin countries.

Retaining guarantees of social security for migrant workers across Eurasia –and particularly in the Eurasian Economic Union, is imperative to ensure welfare and social cohesion. However, it can only be achieved with necessary legislation, administrative mechanisms and practical measures.

Gender Specificity

The feminisation of migration is less about the gender proportions of migration. Female participation has been above 45% for decades and is nearly 49% today . The difference is that today most if not nearly all women migrants are economically active. They often migrate on their own rather than as dependents. This is generally true in all regions including Africa.

In a context of stratification of employment and segmentation of labour markets, women migrants hold particular appeal for employers as they are sought after for 'women's work' that, not coincidentally, is usually low paid and unprotected: domestic work, healthcare, agriculture, hotel and restaurant, semi-skilled manufacturing in export processing zones. Common across these sectors is that while some workplaces may be highly socialised they are not organised, meaning no unions or associations for mutual defense and solidarity, nor any bargaining power to press for decent work conditions.

Women and girl migrants face high risks of sexual and gender-based exploitation as well as violence, both in the migration process and in destination countries. Adoption of ILO Convention 189 on Decent Work for Domestic Workers has brought attention to a sector of activity almost entirely comprised of women workers. Attention to the risks faced by migrant domestic women workers should be a springboard to highlight the generalised lack of effective protection faced by women migrant workers in agriculture, in textile sweatshops and elsewhere. Testimony abounds of women working in these sectors subject to exploitative working conditions, sexual harassment, unprotected exposure to dangerous pesticides or chemicals, and other risks.

The clear and present danger of xenophobia

A burning concern is the recognised generalised rise in both discriminatory practices and of racist, xenophobic behaviour against migrants. Hostility towards refugees and migrants is being manifested worldwide. Reported incidents in all regions suggest increasing intensity: shootings of groups of migrant workers at or near workplaces, commonplace individual or



mob attacks on and killings of migrants, and in some cases police round-ups and mass detention of migrant workers in concentration camps. In addition, the criminalisation of nationals who provide humanitarian support and aid to undocumented workers could be characterised as well under institutional discrimination, against migrants without legal rights.

The concern is aggravated by the absence, with one or two exceptions, of vigorous responses by governments to anticipate, discourage, prevent manifestations of racist and xenophobic hostility against foreigners, and to prosecute perpetrators. It is further aggravated by discourse and action by some governments that engage in public brutality and violent repression against migrants.

Social cohesion can only be maintained by deliberate legal, institutional and practical measures. Demonstrable proof is that in a few countries such as Ireland where discrimination and xenophobia have been vigorously discouraged by government and civil society, have there been none of few racist killings of migrants nor burnings of businesses, homes or places of worship of foreigners and where anti-immigrant politicians and political parties have gained no traction.

The governance framework

There is indeed a comprehensive international framework for governance of migration. Much of it is designed to support good governance and administration at the national and local levels, where most responsibilities and issues lie.

This framework comprises a broad set of complementary international legal standards in several areas of law. It comprises supportive mandates and responsibilities in a range of international and regional agencies and organisations. It also includes globally applicable policy recommendations elaborated in formal, authoritative international conferences over the last two decades.

The legal framework is provided by 1) the nine main Human Rights Conventions; 2) all up-to-date International Labour Standards; 3) the 1951 Convention and 1967 Protocol on the Status of Refugees, 4) the Vienna Convention on Consular Relations; and 5) the two Protocols on trafficking in persons and smuggling of migrants to the Convention against transnational organised crime.

Armenia is exemplary in having ratified all of the core UN human rights conventions, the ILO fundamental rights and the ILO priority governance conventions, the refugee convention and protocol, and the trafficking and smuggling protocols.



At the core of the global legal regime for migration governance are three complementary, sequential instruments on international migration: ILO Convention 97 on Migration for Employment (1949), ILO Convention 143 on migrant workers (Supplementary Provisions) of 1975, and the 1990 International Convention on the Protection of All Migrant Workers and Members of Their Families (ICRMW). All three contain norms for governance and administration of migration and for international dialogue and cooperation as well as specific standards recognising and protecting the rights of migrants.

Protection of migrants' rights cannot be realised nor enforced without recognition in national law and practice. Ratification of these instruments is the essential foundation for migration law, policy and practice. In reality, 87 countries have ratified at least one of these three instruments, including 26 in Africa and nearly all countries in Central and South America. Armenia has ratified all three. Counting additional signatories of the ICRMW, 98 countries worldwide are legally committed to uphold international standards governing migration and protecting rights of migrants.

Fitting for a large global population present in many countries, the international institutional structure mirrors the multitude of concerns of governing large populations, whether within a particular state or spread across many. A number of specialised international institutions address relevant aspects of migration in their mandates, competencies and activity, whether labour and employment, health, security, development, education, human rights, criminal justice, etc. No single migration agency could possibly address the range of concerns of governing populations, each requiring specialised knowledge, law, competencies and functions. No more than any government could abolish its 12 to 20 plus ministries addressing specific areas of governance to instead operate with a sole super-ministry.

Restructuring Governance: redefining a new regime for labour?

The governance structure for migration –as well as ideology and practice of governance of migration – is changing in both old and new immigration countries. The locus of migration governance in immigration/migrant receiving States over previous decades was generally in labour and employment ministries. This designation reflected the primacy of needs to regulate labour markets and protect workers as well as oversee employment relations and social dialogue. Those ministries retained vital competences in labour market administration, in supporting and mediating negotiation between social partners, and in taking account of interests of the key migration actors: employers –public and private –and unions –the latter representing workers both native and migrants. Those ministries also supervised the vital regulatory and administrative functions of labour inspection and social security.



Security and control institutions of States now widely predominate in managing migration and controlling migrants. Ministries of interior or home affairs now hold lead responsibilities on migration in many countries in all regions. Consolidation of home affairs' lead responsibility for migration is coincident with a broad redefinition of conditions for labour. The treatment imposed on a substantial migrant component of work forces can and does influence treatment of the work force more broadly. Administration of increasing foreign components of work forces by control institutions has consequences in shifting emphasis of law enforcement regarding work from labour standards to immigration enforcement and in imposing policing solutions to labour conflicts at the expense of social dialogue.

Coincidentally, enhanced and generalised border and movement control measures within regional economic community spaces have large implications in impeding and slowing as well as raising costs contrary to facilitating free and flexible movement of labour and skills as well as goods and services. The plethora of control posts along land routes across Africa, each with obligatory inspections and payment of 'fees,' does not facilitate circulation of goods, services, or people.

Movement control measures also undermine exercise of freedom of association rights in internationalised labour markets and employer chains. Tightened control on movement facilitates tightened control on workers and work forces, restricting realisation of rights to change employers or workplaces to escape exploitative, oppressive conditions –or to organise across sectors, industries and production chains that are increasingly organised across borders.

Meanwhile, advocates of expanded 'circular migration' (a generic misnomer for short term, temporary, and seasonal migration regimes) characterise it as the solution to both employment needs and to protecting 'national cohesion and cultural integrity' of nation states needing foreign labour. Many contemporary temporary migration regimes in fact offer explicitly restricted labour rights, notably exclusion of freedom of association, while permitting reduced application of labour standards.

The 'price of rights'

A justificatory discourse associated with these initiatives posits that the level of rights protections for migrants is negotiable. The terminology of rights versus numbers and the price of rights is used to show the advantages of trade offs where wider access by migrant workers to higher wage labour markets would be obtained by accepting reductions in application of labour rights. The argument that lowering wages instigates creation of more jobs is not infrequently invoked.



A fundamental premise in this discourse –and often in policy initiatives-- is that foreigners are not equal, nor are they equally entitled to protection or inclusion under law or ideology of the nation State. In practical terms, the notion of limiting rights of migrants presumes incentivising greater migrant access to labour markets in higher income countries, and consequently, greater “development gains” through more jobs created at lower wages and more remittances returned to migrant origin countries.

Anchoring discourse and program on a development starting point facilitates a rights versus development discourse. The rights versus numbers argument explicitly poses that less rights for migrant workers will generate more employment in higher income situations and thus more development. Setting development as the main reference point in a deregulatory environment easily permits posing equality of treatment as a constraining conditionality. Development discussion anchored in economic indicators risks perceiving migrants as agents of development rather than first and foremost human beings, regardless of utility to development.

15 law, policy and practical challenges for governance of migration

Key concerns for migrants, especially migrant workers, and for governments, for economic viability. The risk of leaving any unaddressed is that what may be gained in action on one area is lost elsewhere.

1. Lack of legal protection, non-recognition of migrants; non-recognition of rights under law
2. Utilitarian instrumentalisation of migrants and migration, subordinating human rights
3. Criminalisation and exclusion of migrants, including refugees (and of those providing assistance to them)
4. Prevalence of sub-standard, abusive employment relations and conditions of work
5. Increasing xenophobic hostility and violence against migrants and refugees
6. Systematic/structural discrimination and exploitation of migrant women
7. Suppression of migrant worker organisations and participation
8. Lack of health care and OSH; denial of health rights



9. Absence of social protection and social security for many migrants/refugees
10. Family disruption and decomposition
11. Increasing gaps between skills needs and numbers and types trained worldwide
12. Non-implementation of free circulation regimes
13. Absence of explicit national policy frameworks on migration and/or inclusion/integration
14. Concentration of migration management responsibilities in internal security and policing institutions of States.
15. Absence of policy and administrative responsibility by labour/social protection institutions.

An Agenda for Action

An agenda comprising policy lines, political demands and practical actions for a rights-based approach to governance of labour migration derives from the review above. Its elements evolve from World Conferences in 1994, 1995 and 2001, the Plan of Action on Migrant Workers adopted by the International Labour Conference in 2004, and the ILO Multilateral Framework for Labour Migration as well as multiple trade union and civil society forums. All components are crucial.

- 1. Full recognition and legal protection of all migrants
 - a) Promoting ratification and full implementation of the legal standards recognising and protecting rights of all migrants: the ICRMW, ILO C-97, ILO C-143 and ILO C-189.
 - b) Promoting and assisting in regularisation of migrants in unauthorised situations.
 -
- 2. Rights and people based discourse
 - a) Identify migrants as rights-holders first and foremost.
 - b) Call for respect for four freedoms for all migrants: Freedom of choice; freedom of movement; freedom to stay; freedom of association and participation.



Normative references: Declaration of Philadelphia, UDHR, ICPCR, ICESCR, ICRMW, regional conventions and protocols.

3. Decriminalisation of migrants, refugees, and migration/ policy and practice of inclusion and integration

- a) De-criminalisation/non-criminalisation of immigration law and infractions to it.
- b) Non-detention/ending detention of migrants for non-criminal offences.
- c) End border control and facilitate free movement in regional integration communities –e.g, EEU.
- d) Establish law, policy and practice of equality of treatment, inclusion, and integration for refugees and migrants.

Normative references: UDHR, ICRMW, Regional treaties and executive decisions in ECA, ECOWAS, EU, Mercosur, etc.

4. Decent Work for all migrants: Vigorous enforcement of labour standards

- a) Adoption and application of International Labour Standards, particularly to places and conditions where migrants are working.
- b) Extend labour inspection to and in sectors and workplaces where migrants concentrated.
- c) Fully 'fire-walling' labour inspection from immigration control.

References: All International Labour Standards, ILO C-81 (labour inspection), ILO C-129 (labour inspection in agriculture), CEACR rulings.

5. Stop Xenophobia, racism and discrimination against migrants

- a) Repeal discriminatory legislation; reinforce non-discrimination/equality of treatment in practice.
- b) Define and implement national action plans against racism, xenophobia, discrimination.
- c) Denounce and repudiate any and all acts of xenophobic violence.



d) Demand anti-racist, anti-xenophobia political discourse, media reporting and school curricula.

Normative references: ICERD, ILO C-111 (discrimination in employment, occupation), ICRMW, also 2001 Durban Declaration and Program of Action.

6. Support freedom of association participation of migrants in unions and associations

a) Advocate for legislation ensuring freedom of associations' rights for migrants.

b) Support migrants organising in unions, by unions.

c) Conduct outreach to engage migrants in unions, associations, CSOs where they live and work.

Normative references: ILO C-87 (freedom of association), ILO C-98 (collective bargaining rights), ICPCR, rulings of ILO Committee on Freedom of Association.

7. Gender-specific migration legislation and policy

a) Ensure equality of rights, opportunities and protection for all migrant women and girls.

b) Obtain gender specific policy, measures and practices recognising gender-based risks and ensuring equality in outcomes as well as intent.

Normative references: CEDAW, ILO C-100 (equal remuneration).

8. Health for all migrants (health is a right for all)

a) Full access by migrants to health prevention and care services and facilities.

b) Elaboration of national public health and OSH policy on health for migrants.

c) Monitor occupational safety and health (OSH) protection for migrants in all workplaces.

Normative references: UDHR, ICESCR, ILO C-155, 161, 187 on OSH plus over 30 other International Labour Standards on specific branches or specific risks.



9. Social Security for migrants

- a) Immediate unilateral measures to extend social security coverage and portability to migrants in both origin and employment countries.
- b) Incorporate and harmonise social security access in regional integration spaces, e.g. EEU.
- c) Wider ratification and implementation of ILO C-102 (social security) C-118 (portability).

Normative references: UDHR, ICESCR, ILO C-102, C-118; ECOWAS General Convention on Social Security.

10. Family Unity and family support

- a) Demand family unity provisions in all immigration and migration regimes.
- b) Ensure immigration law facilitates family reunification.
- c) Measures to sustain socialisation & education for children and adolescents remaining at home.

Normative references: UDHR, CRC, CEDAW.

Policy administration agenda

11. Overcoming skills shortages; training youth for employment

- a) Reform, renovation and expansion of technical and vocational education and training.
- b) Harmonise qualifications and training standards.
- c) Implement circulation regimes, reduce barriers to labour and skills movement.

Normative references: UNESCO Conventions; international occupational classifications.

12. Promoting full adoption and implementation of free circulation regimes

- a) Ensure that the EEU mobility regime upholds rights to movement, residence and establishment.



- b) Ensure full implementation of the Eurasian Economic Union mobility provisions.
- c) Promote national implementing legislation.
- d) Harmonise labour codes with full protection of labour rights across the EEU.
- e) Derogate legal, administrative and control measures that thwart labour circulation.

Normative references: EEU treaties, protocols and executive decisions, see also relevant models in Andean Pact, ECOWAS, EU and MERCOSUR.

13. Establishing National policy frameworks on migration, and on integration, in consultation across government and with social partners and civil society

- Obtain commitment for a national integration policy framework/document.
- Organise a fully consultative input and elaboration process.
- Involve concerned government ministries/agencies/authorities at relevant levels, including legislators, social partners, and relevant civil society and migrant organisations.
- Designate responsibilities among stakeholders.
- Propose implementation planning and time-lines.
- Obtain endorsement of policy frameworks by stakeholders.
- Expect approval and adoption at the highest level of government.

Normative references: ILO Multilateral Framework on Labour Migration (non-binding); formal policies adopted by States in various regions.

14. Ensure relevant policy & administrative responsibility, capacity, & coordination by labour and social protection institutions as well as development entities

- ❑ Assign labour migration governance responsibilities to labour/employment ministries.
- ❑ Designate focal points or units in labour institutions on labour migration/mobility.
- ❑ Encourage engagement of social partner organisations.
- ❑ Training and capacity building for labour institutions and social partners.



☐ Tripartite policy consultation and coordination at national and regional levels.

Normative references: ILO C-143 (involvement of social partners in migration policy); ILO C-144 (Convention on Tripartite Consultations) and ILO C-150 (labour administration).

15. Obtain gender & age disaggregated data on migrant characteristics, situations, conditions.

- a) Adoption/utilisation of international labour migration database indicators.
- b) Application of international statistical standards to obtaining data on labour migration.
- c) Establishing data sharing and coordination among national institutions concerned.
- d) Interfacing data with relevant international labour market and labour migration databases.
- e) Supporting provision of competencies, training, and appropriate hardware & software.

Normative references: International Labour Statistics Standards; UN guidelines on international migration statistics.

A Summation

History tells that migration has always been an essential ingredient of development and human welfare. It is all the more so today, in every region of the world. However, unless regulated by appropriate laws and policies, migration entails high costs in violations of rights of persons, in social disruption, in reduced productivity, and in lost opportunities for development. Migration must be governed under the rule of law with the involvement of key stakeholders across government, in parliaments, social partners, civil society, and migrants themselves.

* * * * *

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This brief does not necessarily reflect collective views of GMPA or of its member Associates.

Annex III: Common Basic Principles

The Common Basic Principles for Immigrant Integration Policy in the EU were adopted by the Justice and Home Affairs Council in November 2004 and form the foundations of EU initiatives in the field of integration.

- CBP 1 'Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States'
- CBP 2 'Integration implies respect for the basic values of the European Union'
- CBP 3 'Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible'
- CBP 4 'Basic knowledge of the host society's language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration'
- CBP 5 'Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society'
- CBP 6 'Access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration'
- CBP 7 'Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, intercultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens'
- CBP 8 'The practice of diverse cultures and religions is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable European rights or with national law'



- CBP 9 ‘The participation of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration’
- CBP 10 ‘Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public policy formation and implementation’
- CBP 11 ‘Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective’

Annex III: Cultural Orientation Resource Guide

Lessons can be learned from other countries’ experiences on orienting newcomers to the country of destination. The Cultural Orientation Resource Centre in the United States offers orientation courses for refugees before they even enter the US, and cover the following topics:

1. “Pre-departure processing - entailing a description of the necessary steps for refugees to carry out before departing to the US;
2. Role of the resettlement agency - in order for the refugees to develop realistic expectations about the assistance likely offered them by the resettlement agency. This entails a description of the roles of the case managers and other resettlement agency staff;
3. Housing - entailing information on housing types and costs, ways to find low-cost housing, and housing leases and laws;
4. Employment - covering topics such as the significance of early self-sufficiency, how to find a job, typical job types in the US, what is initially to be expected, how to conduct a job interview, as well as information on salary deductions, employment benefits, and necessary legal documents needed for employment;



5. Transportation - while highlighting laws and information concerning owning and driving a car, this topic also conveyed the different types of transportation likely present in the new community of the refugee;
6. Education - informing refugees about the educational opportunities available in the US for both adults and children. An emphasis was placed on the need for adults to work while studying;
7. Health - providing basic facts about US healthcare, contrasting it with healthcare in the countries of origin, particularly highlighting the differences from socialist traditions, and stressing the importance of health insurance;
8. Money management - introducing the concept and practice of managing a monthly budget while also comprising information about the US banking system and possibilities for saving money;
9. Rights and responsibilities - covering the most significant US laws for newly arriving refugees, which was of particular interest for reasons of family reunification, regulating adjustments in status, understanding legal problems refugees commonly face (such as driving without a license), and being aware of conflicts that may arise with US customs and laws relating to domestic violence as a result of typical cultural practices from the home country;
10. Travel - explaining each step of the transit process, ranging from pre-departure to arrival in the resettlement community while also addressing in-flight safety, customs and immigration procedures, and security issues; and if time allows, also
11. Cultural adjustment - addressing culture shock, listing community mental health resources, and being aware of potential family role changes”.



Introduction

Text



1. Title of Chapter 1

1.1 Title of First Section of Chapter 1

Text

1.2 Title of Second Section of Chapter 1

Text

1.3 Title of Third Section of Chapter 1

Text¹

Title of Table

(in euros)	2009	2010	2011	2012
Country A	10,000	10,000	10,000	1,100
Country B	10,000	10,000	10,000	1,100
Country C	10,000	10,000	10,000	1,100
Country D	1,000	1,000	1,000	18,900
Total	31,000	31,000	31,000	22,200

Source



2. Title of Chapter 2

2.1 Title of First Section of Chapter 2

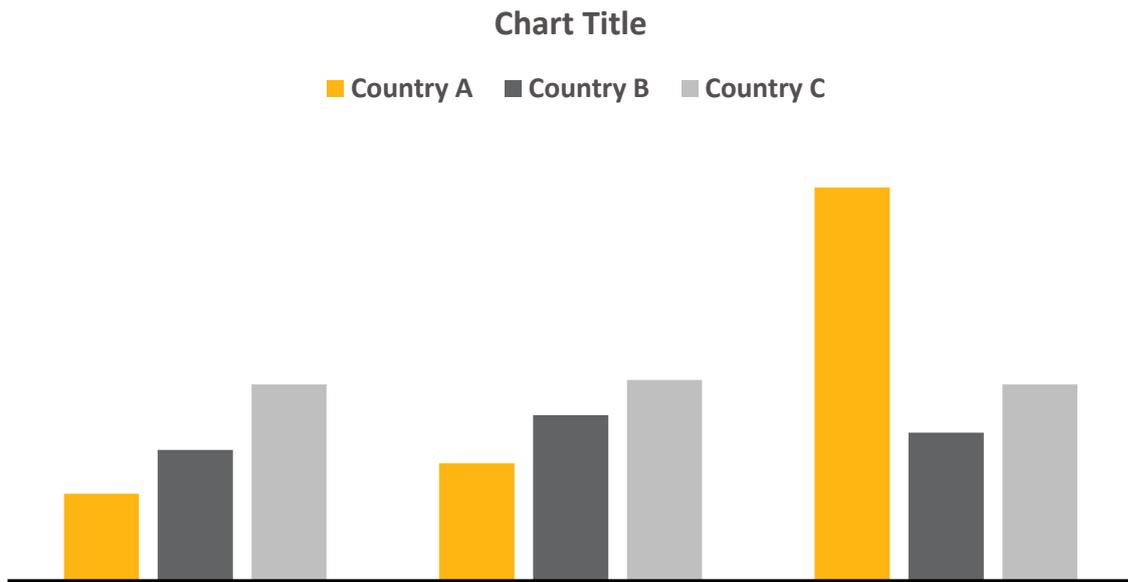
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2.2 Title of Second Section of Chapter 2

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2.3 Title of Third Section of Chapter 2

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Source



3. Title of Chapter 3

3.1 Title of First Section of Chapter 3

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3.2 Title of Second Section of Chapter 3

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3.3 Title of Third Section of Chapter 3

Text

- Finding an agreement for collaboration with the MOPHRD and ILO. ICMPD signed an MoU with MOPHRD and a letter for good cooperation with ILO,
- Discussing the concept for MRC Lahore with the Department of Labour Punjab,
- Deciding on the location of the MRCs,
- Recruitment of MRC staff,
- Setting up the newly acquired offices with equipment and furniture etc.,
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- Elaborating a concept for community outreach, information dissemination and access to information.

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Annex



References