

GOOD PRACTICES IN MIGRANT INTEGRATION: TRAINER'S MANUAL



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Designed by Homework

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FOREWORD

The migration of people is a timeless phenomenon integral to human society. Whether motivated by the need to flee conflict, or by the desire to seek a better quality of life elsewhere, the movement of people across national borders is inevitable. Usually migration brings a range of positive benefits, both for countries of origin and of destination. However, the process of adapting to life in a new country, particularly for those who may have had difficult journeys, is not always easy. The integration of migrants into society should be seen as a two-way process, involving efforts by the migrants themselves and those in destination host countries.

OSCE participating States have recognized the need for such a two-way process. In a range of commitments from 1975 onwards, participating States agreed that national institutions should undertake measures to support integration, ensure equality of employment rights and encourage language learning (Helsinki 1975). Subsequently, the scope of such agreements has been expanded, to include issues such as facilitating family reunification, ensuring access to education for migrants' children (Vienna 1989) and addressing issues of discrimination (Moscow 1991).

These commitments are ever more important in the context of the 2015 migration and refugee flows, which has brought many new people to the OSCE region, as was recognized at the OSCE Ministerial Council meeting in Hamburg in 2016.

ODIHR undertakes a range of work to support participating States in implementing their human dimension commitments related to migration. This publication is intended to augment our capacity-building efforts by providing an open resource with guidance covering all stages of the migrant integration process. We hope that this publication will strengthen government and civil society efforts to promote migrant integration and raise awareness of the multi-faceted nature of the migrant integration process, which involves a wide range of stakeholders – not least, migrants themselves.

Ingibjörg Sólrún Gísladóttir
Director of the OSCE Office for Democratic Institutions and Human Rights

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Dr. Nihad Bunar, Professor, University of Stockholm; Ms. Dominika Cieslikowska, freelance labour migration specialist and member of the Anti-Discrimination Education Society; Dr. Joanna Fomina, Assistant Professor at the Institute of Philosophy and Sociology, Polish Academy of Sciences; Ms. Rebecca Keatinge, Solicitor at the Mercy Law Resource Centre, Dublin; Larry Olomofofe, human rights consultant; and Dr. Ursula Trummer, Head of the Centre for Health and Migration, Vienna.

Peer reviewers included experts from the United Nations Refugee Agency (UNHCR), the International Organization for Migration (IOM) and civil society. The Manual was also piloted at two training workshops in Ukraine.

The publication of this manual was made possible thanks to extra budgetary funding provided to ODIHR's migration programme.

INTRODUCTION TO THE MANUAL

Target audiences

This training manual is intended for use during training courses for government officials; members of parliament; representatives of national, regional and local authorities; social partners and civil society actors involved in developing, implementing and reviewing migrant integration policies in the OSCE region.

Aims and objectives

The overall aim of this manual is to support OSCE participating States in implementing policies and practices that meet relevant OSCE commitments and international legal standards in the field of migrant integration. It does so by building the capacity and raising the awareness of those involved in migrant integration policies and processes.

The more specific objectives of the training course and materials are as follows:

- To increase awareness of existing international legal standards, OSCE commitments and good practices related to migrant integration among national authorities and civil society actors working on migrant integration;
- To increase the capacity of national authorities to develop and/or implement migrant integration policies and practices that are in line with relevant international legal standards, OSCE commitments and national good practices; and
- To increase awareness among relevant civil society actors of issues relating to migrant integration, and inform them of the appropriate domestic policies and practices that are in line with international legal standards, OSCE commitments and national good practices.

Training course duration and structure

This training manual comprises ten modules focusing on different aspects of the migrant integration process in receiving countries. The modules contain sessions of varying length, with each module lasting approximately half a day, so that the complete “standard” training course can be delivered within five full days. Estimated times for each module and their sessions are provided below. OSCE participating States are encouraged to tailor the curriculum and the training materials to their particular audiences and country contexts.

Although the training manual has been designed as a “ready to go” product and the content of each module covers the most important elements and aspects of migrant integration, the training workshop may be adapted for a particular audience or country context by changing the modules’ duration and/or by selecting the appropriate modules and topics of discussion. In consultation with national counterparts and partners, trainers may also select or omit sessions from each of the modules. In planning each workshop, the needs of the target audience and the objectives of the training activity should be carefully considered, and the proposed Training Evaluation Form (Annex 1) should be adapted as appropriate to assess whether the defined objectives have been achieved.

Methodological approach

It is advised that the training course is made as interactive and participatory as possible. To enhance learning results, trainers should use different techniques to encourage participants’ active participation, including asking them to share personal experiences, posing additional questions and presenting them with dilemmas. Materials such as case studies, quizzes, success stories and group work have been included in the modules to foster positive learning outcomes. Of course, it is important that trainers use their judgement and take into account cultural norms and practices or levels of seniority for each group of participants before applying participatory approaches.

Training materials and supporting information

Each module contains a detailed description of the learning process, with the aims, instructions and guidelines that will help trainers to facilitate each session. *The Trainer’s Manual* include references to background materials and the handouts, quizzes and other materials prepared to support learning in each module. These materials are designed to be used in conjunction with the PowerPoint presentations (PPTs) provided in separate files. The *The Trainer’s Manual* is structured according to the numbered module and includes a narrative summary of key learning objectives for each module, and also includes a list of background resources. The booklet can be used to support the sessions or as a stand-alone resource for those interested in gaining an understanding of migrant integration.

SUGGESTED TRAINING COURSE AGENDA

DAY ONE

| Module | Duration | Time | Content of sessions |
|---|--------------------|-------------|---|
| Introduction to the training course | 45 min. 45 min. | 09:00–10:30 | Session 1: Overview of the training course Session 2: Key terms and facts |
| COFFEE BREAK | 30 min. | 10:30–11:00 | |
| Module 1: Migrant integration concepts and OSCE commitments | 60 min. 30 min. | 11:00–12:30 | Session 1: The main concepts relating to migrant integration Session 2: ODIHR and migrant integration |
| LUNCH BREAK | 60 min. | 12:30–13:30 | |
| Module 2: Institutional, legal and policy frameworks for migrant integration | 60 min. | 13:30–14:30 | Session 1: Overview of the rights and obligations of migrants |
| COFFEE BREAK | 15 min. | 14:30–14:45 | |
| Module 2: Institutional, legal and policy frameworks for migrant integration | 40 min. 65 min. | 14:45–16:30 | Session 2: Institutional frameworks in receiving countries and the responsibilities of national and local-level authorities Session 3: Key principles for policies on migrant integration policies |
| Q&A SESSION | 30 min. | 16:30–17:00 | Questions and answer session Wrapping up day one |

DAY TWO

| Module | Duration | Time | Content of sessions |
|--|--------------------|-------------|---|
| Module 3: Migrant status in relation to integration measures, including access to long-term residence and citizenship | 60 min. | 09:00–10:00 | Session 1: Long-term residence |
| COFFEE BREAK | 30 min. | 10:00–10:30 | |
| Module 3: Migrant status in relation to integration measures, including access to long-term residence and citizenship | 60 min. 60 min. | 10:30–12:30 | Session 2: Family reunification Session 3: Citizenship and naturalization |
| LUNCH BREAK | 60 min. | 12:30–13:30 | |
| Module 4: Facilitating the civic and linguistic integration of migrants | 75 min. | 13:30–14:45 | Session 1: Information provision, language learning and civic orientation measures for migrants |
| COFFEE BREAK | 15 min. | 14:45–15:00 | |
| Module 4: Facilitating the civic and linguistic integration of migrants | 45 min. 45 min. | 15:00–16:30 | Session 2: Supporting the development of migrants' mother tongue language skills Session 3: Promoting contacts and intercultural understanding among receiving and migrant populations |
| Q&A SESSION | 30 min. | 16:30–17:00 | Questions and answer session Wrapping up day two |

DAY THREE

| Module | Duration | Time | Content of sessions |
|---|--------------------|-------------|---|
| Module 5: Migrants' access to the labour market and migrant entrepreneurship | 90 min. | 9:00–10:30 | Session 1: Access to vocational and language training and recognition of migrants' academic and professional qualifications |
| COFFEE BREAK | 30 min. | 10:30–11:00 | |
| Module 5: Migrants' access to the labour market and migrant entrepreneurship | 60 min. 30 min. | 11:00–12:30 | Session 2: Overview of labour market integration measures for migrants, and relevant good practices Session 3: Migrant self-employment, and potential barriers and measures to facilitate migrant entrepreneurship |
| LUNCH BREAK | 60 min. | 12:30–13:30 | |
| Module 6: Migrants' access to housing and social services | 75 min. | 13:30–14:45 | Session 1: The right to housing and forms of discrimination in the context of housing and social services |
| COFFEE BREAK | 15 min. | 14:45–15:00 | |
| Module 6: Migrants' access to housing and social services | 90 min. | 15:00–16:30 | Session 2: Experiences of housing and the role of social services in migrant integration |
| Q&A SESSION | 30 min. | 16:30–17:00 | Questions and answer session Wrapping up day three |

DAY FOUR

| Module | Duration | Time | Content of sessions |
|---|--------------------|-------------|--|
| Module 7: Preventing and addressing racism, xenophobia, discrimination and hate crime against migrants | 45 min. 45 min. | 9:00–10:30 | Session 1: Racism, xenophobia and discrimination Session 2: Manifestations of racism, xenophobia and discrimination affecting migrants |
| COFFEE BREAK | 30 min. | 10:30–11:00 | |
| Module 7: Preventing and addressing racism, xenophobia, discrimination and hate crime against migrants | 45 min. 45 min. | 11:00–12:30 | Session 3: Hate crime Session 4: Preventing and addressing racism, xenophobia, discrimination and hate crimes targeting migrants |
| LUNCH BREAK | 60 min. | 12:30–13:30 | |
| Module 8: Migrant education and the integration of children and youth | 60 min. | 13:30–14:30 | Session 1: Children, migration and education |
| COFFEE BREAK | 15 min. | 14:30–14:45 | |
| Module 8: Migrant education and the integration of children and youth | 50 min. 55 min. | 14:45–16:30 | Session 2: Types of education for migrant children and youth Session 3: Integration measures and types of support for migrant children and youth in education |
| Q&A SESSION | 30 min. | 16:30–17:00 | Questions and answer session Wrapping up day four |

DAY FIVE

| Module | Duration | Time | Content of sessions |
|--|----------|-------------|---|
| Module 9: Migrant healthcare | 90 min. | 9:00–10:30 | Session 1: Migrants' rights and access to healthcare |
| COFFEE BREAK | 30 min. | 10:30–11:00 | |
| Module 9: Migrant healthcare | 75 min. | 11:00–12:15 | Session 2: Good practices in migrants' access to healthcare in receiving countries |
| LUNCH BREAK | 60 min. | 12:15–13:15 | |
| Module 10: Civic and political participation of migrants at the local and national levels | 105 min. | 13:15–15:00 | Session 1: Forms of migrant engagement in the civic and political life of receiving countries |
| COFFEE BREAK | 30 min. | 15:00–15:30 | |
| Q&A SESSION | 30 min. | 15:30–16:00 | Questions and answer session Wrapping up day five |
| Closing the training | 60 min. | 16:00–17:00 | Closing the training course Questions and answer for all modules Evaluation |

TRAINING MODULES

This training course includes the following ten thematic modules on good practices in migrant integration:

- Introduction to the training course
- **Module 1:** Migrant integration concepts and OSCE commitments
- **Module 2:** Institutional, legal and policy frameworks for migrant integration
- **Module 3:** Migrant status in relation to integration measures, including access to long-term residence and citizenship
- **Module 4:** Facilitating the civic and linguistic integration of migrants
- **Module 5:** Migrants' access to the labour market and migrant entrepreneurship
- **Module 6:** Migrants' access to housing and social services
- **Module 7:** Preventing and addressing racism, xenophobia, discrimination and hate crime against migrants
- **Module 8:** Migrant education and the integration of children and youth
- **Module 9:** Migrant healthcare
- **Module 10:** Civic and political participation of migrants at the local and national levels

**INTRODUCTION
TO THE TRAINING COURSE**

TRAINER'S INSTRUCTIONS

Suggested total duration: 1 hour 30 minutes

| Suggested duration | Session |
|--------------------|--|
| 45 min. | Session 1: Overview of the training course |
| 45 min. | Session 2: Key terms and facts |

AIMS OF THE INTRODUCTION:

- To set the scene for the course by:
 - Introducing participants
 - Providing an overview of the course and agenda
 - Establishing ground rules
 - Building agreement on shared expectations and points of special interest in the agenda
- To introduce participants to the basic terms and statistics relating to global migration, in order to gain their recognition of the complexity of the issue.

SESSION 1: OVERVIEW OF THE TRAINING COURSE

Suggested duration: 45 minutes

| | |
|-----------------------------------|--|
| Content | <p>Opening statements:</p> <ol style="list-style-type: none"> 1. Welcome and introduction to ODIHR 2. Introduction of trainers and participants, including what they aim to get out of the course <p>Setting the scene:</p> <ol style="list-style-type: none"> 1. Methodology 2. Training programme 3. Agreeing the ground rules for the workshop |
| Methodology | Presentation in plenary, group work, ice-breaker activities |
| Materials for the trainer | PowerPoint presentation "Parking" poster |
| Materials for participants | Copies of workshop timetable/agenda Plain paper (A4 format) for each participant A4 coloured paper for each table A set of 6–8 markers per table |

OPENING STATEMENTS

Introduction by the organizers and/or trainer

A representative of the OSCE Office for Democratic Institutions and Human Rights (ODIHR) and/or the trainer welcomes the participants and briefly presents relevant OSCE commitments and explains the work of ODIHR in the field of migrant integration and its role in the training course (more details will be provided later).

ODIHR's work in the field of migrant integration

ODIHR works to: – assist participating States in assessing, formulating and implementing migration policies and legislation to the benefit of both the receiving society and the migrants themselves; – promote the protection of human rights of migrants; and – apply a holistic approach to the integration of migrants, drawing on the expertise of all specialist departments within ODIHR.

Since 2013, ODIHR has provided training courses on "*Good Practices in Migrant Integration in Line with OSCE Commitments*". At the request of OSCE participating States, ODIHR regularly organizes training workshops that benefit some 175 participants each year. The main aim of this activity is to raise awareness, build capacity and promote the exchange of good practices on migrant integration in the OSCE region.

In light of the increasing number of requests to hold the training workshops, it was decided to consolidate the existing ODIHR materials and to develop this publication on *Good Practices in Migrant Integration: A Training Manual*, which draws on OSCE commitments and international standards in this field. This manual has been developed to enhance the knowledge of and share practical solutions with government officials, members of parliament, representatives of national, regional and local authorities, social partners and civil society actors involved in developing, implementing and reviewing migrant integration policies in the OSCE region.

Introducing the trainer(s) and participants

It is important to introduce the trainer or trainers and to highlight their expertise and experience in the field of migration, migrant integration and as trainers as this will help build participants' confidence. The trainer or trainers can either introduce themselves or be introduced by an ODIHR representative.

The trainer(s) should then present the main aim of the workshop:

→ To support OSCE participating States in developing, improving and implementing migrant integration policies, legislation and practices

The more specific objectives of the training course are as follows:

→ To increase awareness among national authorities and civil society actors of the existing international legal standards, OSCE commitments and good practices relating to migrant integration

→ To develop the capacity of the national authorities responsible to develop and/or implement migrant integration policies and practices that are in line with the relevant international legal standards, OSCE commitments and national good practices

→ To raise awareness among relevant civil society actors of issues relating to migrant integration, and inform them of the appropriate domestic policies and practices that are in line with international legal standards, OSCE commitments and national good practices

The trainer then asks each participant to introduce themselves by name and affiliation, and also to state briefly what they expect to gain from the training course (for example, "I will return to my job as a social worker with clearer idea of how I should support migrants in my daily work", or "I want to gain a better understanding of different areas of migrant integration to assist our department to revise our national migrant integration policy").

SETTING THE SCENE

1. Methodology: building an atmosphere of sharing, engaging and participating

The trainer explains that the training course is designed to leave time for participants' questions, discussions and opportunities to learn from each other.

SUGGESTED ACTIVITY – ICE-BREAKER:

Note: Trainers are expected to use their judgement as to whether an ice-breaker is necessary and appropriate, taking into account the participants' profile, time constraints a

The trainer asks each participant to take a piece of plain paper (A4 format) and write down an interesting and relevant question that could be asked of every person in the room. After

choosing the question (for example, “How are you involved in the migration issue?”, or “Have you ever been a migrant yourself?”), all participants stand up and walk around the room, freely interacting with as many of the participants and trainers as possible to find the answers to their questions. After five minutes, participants are asked to sit down. The trainer chooses some questions and invites shared answers, summing up the responses given. The trainer encourages participants to maintain a willingness to learn from each other and to ask questions, reminding them that at the end of each training day there will be a short question and answer session (these sessions can also be linked to the “Parking” flip chart page if used for long or tangential questions).

2. Information about the course

The trainer distributes the training course timetable and talks through upcoming modules and sessions, explaining how the modules were developed (for example, through consultation between the central authorities and ODIHR). The trainer invites participants to ask questions and notes any key points made.

The trainer then presents basic information on the locations of meals, coffee breaks and toilets, provides instructions for fire drills and clarifies any questions.

3. Agreeing the ground rules for the course

The trainer asks each table to decide on one rule that will help participants to navigate, communicate and work effectively in a diverse group of people during the training. Each table writes down their rule on a piece of paper (coloured A4, if possible) and presents it to the group. If everyone agrees to follow the rule, the trainer hangs up the piece of paper with the rule on the board or wall. At the end of the exercise, the trainer or any of the participants may add rules that were not mentioned but are deemed important.

SESSION 2: KEY TERMS AND FACTS

Suggested duration: 45 minutes

| | |
|-----------------------------------|--|
| Content | Definitions and important terminology |
| Methodology | The circulation of participant handouts and discussion |
| Materials for the trainer | Handouts |
| Materials for participants | Introduction, Handout 1: Key Migration Terms (one for each participant) Introduction, Handout 2: Trends in World Migration (one for each participant) |

The trainer prepares the appropriate number of copies of the two handouts in advance. S/he also invites participants to review the “Refugees & Migrants: Frequently Asked Questions” section in the *Trainee’s Manual*. After allowing participants five minutes to read through the handouts, the trainer facilitates a discussion, asking if the handouts contained any new or surprising information, if they clarified any issues, or if participants have any questions. It is recommended that the trainer checks the information included in the handouts to ensure that it is up-to-date.

The trainer then refers participants to the list of background resources included in the *Trainee’s Manual* for further reading and future reference.

INTRODUCTION HANDOUT 1: KEY MIGRATION TERMS

Internally Displaced Person (IDP) – “Persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border.” (“Guiding Principles on Internal Displacement”, UN Doc E/CN.4/1998/53/Add.2).

Migrant – The International Organization for Migration (IOM) defines a migrant as “any person who is moving or has moved across an international border or within a State away from his/her habitual place of residence, regardless of (1) the person’s legal status; (2) whether the movement is voluntary or involuntary; (3) what the causes of the movement are; or (4) what the length of the stay is.” (See: <https://www.iom.int/who-is-a-migrant>)

Migration – “The movement of a person or a group of persons, either across an international border, or within a State. It is a population movement, encompassing any kind of movement of people, whatever its length, composition and causes; it includes migration of refugees, displaced persons, economic migrants, and persons moving for other purposes, including family reunification.” (See: <https://www.iom.int/key-migration-terms>)

Mixed flows – These have been defined as “complex population movements including refugees, asylum seekers, economic migrants and other migrants”. Unaccompanied minors, environmental migrants, smuggled persons, victims of trafficking and stranded migrants, among others, may also form part of a mixed flow. (See: <https://www.iom.int/files/live/sites/iom/files/Country/docs/Mixed-Migration-HOA.pdf>)

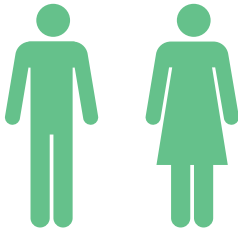
Refugee – A person who, “owing to a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinions, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country.” (“Convention relating to the Status of Refugees”, Article 1A(2), 1951, as modified by the 1967 Protocol). Similarly, the 1984 Cartagena Declaration states that refugees also include persons who flee their country “because their lives, security or freedom have been threatened by generalized violence, foreign aggression, internal conflicts, massive violations of human rights or other circumstances which have seriously disturbed public order.”

INTRODUCTION HANDOUT 2: TRENDS IN WORLD MIGRATION

WORLD'S
MIGRANTS
IN 2015

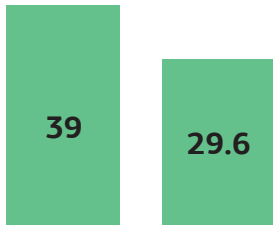
135
million

MIGRANTS GLOBALLY



50% 50%

MEDIAN AGE



international migrants general population of the world



every

3
seconds

one person
in the world
is forced to flee

WORLD'S INTERNALLY
DISPLACED PEOPLE
IN 2016

40
million
persons

77%
live in

10
countries

Syria
Colombia
Iraq

countries with
the highest number of
internally displaced people

WORLD'S
REFUGEES
IN 2016

20
million
persons

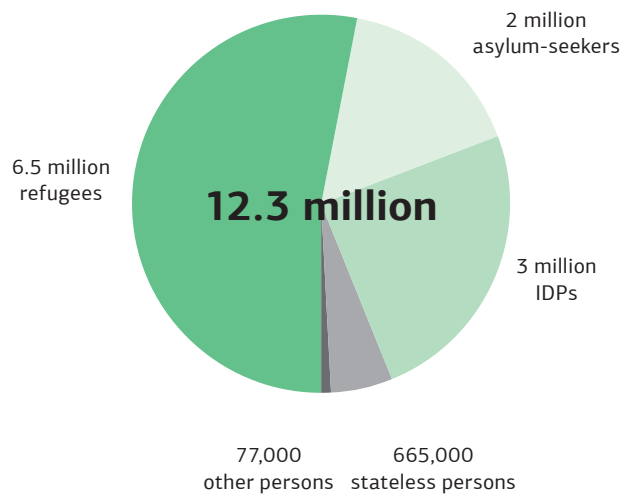
50%
live in

Syria
Afghanistan
South Sudan

Turkey
Pakistan
Lebanon

countries
that receive
the most refugees

WORLD'S MIGRANTS
IN THE OSCE REGION IN 2017*



* Persons of concern to United Nations High Commissioner for Refugees (UNHCR)

INTRODUCTION: BACKGROUND RESOURCES

- Eurostat, “Asylum statistics”, <http://ec.europa.eu/eurostat/statistics-explained/index.php/Asylum_statistics>.
- International Organization for Migration (IOM), “Key Migration Terms”, <<https://www.iom.int/key-migration-terms>>.
- IOM, “Migration in the World”, 2018, <<https://www.iom.sk/en/migration/migration-in-the-world.html>>.
- IOM, *World Migration Report 2018*, <<https://www.iom.int/wmr/world-migration-report-2018>>.
- UN Department of Economic and Social Affairs, “Trends in international migration”, *Populations Facts*, No.4, 2015, <<http://www.un.org/en/development/desa/population/migration/publications/populationfacts/docs/MigrationPopFacts20154.pdf>>.
- UNHCR, “Note on the Integration of Refugees in the European Union”, 2007, <<http://www.unhcr.org/463b462c4.pdf>>.
- UNHCR, “Persons in need of international protection”, 2017, <<http://www.refworld.org/docid/596787734.html>>.
- UNHCR, “‘Refugees’ and ‘Migrants’: Frequently Asked Questions (FAQs)”, 2016, <<http://www.unhcr.org/news/latest/2016/3/56e95c676/refugees-migrants-frequently-asked-questions-faqs.html>>.
- UNHCR, “Migrants in vulnerable situations: UNHCR’s perspective”, 2017, <<http://www.refworld.org/docid/596787174.html>>.



**MODULE 1:
MIGRANT INTEGRATION CONCEPTS
AND OSCE COMMITMENTS**

MODULE 1: TRAINER'S INSTRUCTIONS

Suggested total duration: 1 hour 30 minutes

| Suggested duration | Session |
|---------------------------|--|
| 60 min. | Session 1: The main concepts relating to migrant integration |
| 30 min. | Session 2: The OSCE/ODIHR and migrant integration |

AIMS OF MODULE 1:

- To increase participants' understanding of migration at both the macro level (facts and figures on migration) and the micro level (personal stories of individual migrants);
- To build a common understanding of the term "integration";
- To define the main components of integration and describe the methodology for measuring integration; and
- To introduce participants to OSCE commitments and the Organization's mandate in the field of migration governance.

SESSION 1: THE MAIN CONCEPTS RELATING TO MIGRANT INTEGRATION

Suggested duration: 60 minutes

| | |
|-----------------------------------|--|
| Content | Migrant case studies Core concepts Defining integration Measuring integration |
| Methodology | Group work – case studies, presentations and brainstorming |
| Materials for the trainer | Flipchart PowerPoint Presentation |
| Materials for participants | Handout 1: "I am a migrant" stories (one story for each group) Handout 2: Unfinished Sentences Questionnaire (one questionnaire for each group) |

1. EXPLORING MIGRANT CASE STUDIES

The trainer introduces the main topic of this session and notes that the aim is to discuss different aspects of migrants' integration.

Exercise – "I am a migrant": exploring migrants' stories

Aims of the exercise:

- To familiarize participants with individual stories of migration;
- To enhance participants' understanding of the complexity of the adaptation process and the diversity of individual experiences;
- To outline the emotional, cognitive and behavioural elements of integration;
- To build a definition of integration; and
- To learn about the advantages and risks of the integration process.

The trainer selects the "I am a migrant" stories in advance, taking into consideration which stories would be most appropriate for the participants. The trainer may choose to give each table or group a separate story, or to assign stories according to other criteria. The stories should be printed on A4 paper and copies distributed to each participant. Migrants' stories can be found at: <https://iamamigrant.org/>

It is recommended that the selected stories represent diversity in the migrants':

- Demographics (gender, age, family status, education, profession, life experience, etc.);
- Countries of origin (including different geographical regions);
- Countries of destination (including the most prevalent);
- Motivations;
- Challenges;
- The migrant's behavioural, cognitive and emotional reaction to migration; and
- The aspects of integration mentioned in the stories.

Introduction to the exercise

The trainer introduces the “I am a migrant” campaign – an IOM platform designed to use migrant testimonials to connect people with human stories of migration. The platform contains 1 200 profiles, and includes anecdotes and stories that help people understand the meaning of words such as “migration”, “integration” and “multiculturalism”. For more about the project, see: <https://iamamigrant.org/about>.

The trainer introduces and distributes the stories selected from the platform (Handouts 1a to 1d) and the Unfinished Sentences Questionnaire (Handout 2). The groups are then asked to read the stories, familiarize themselves with the main character and analyse her/his experience of migration by using information from the story to fill in the questionnaire.

Group work

Groups are given 20 minutes to analyse the story. The trainer goes around the room checking to see if the groups need any assistance.

The trainer goes through each question from the questionnaire and jots down the groups' responses on a flipchart (one group at a time and one question at a time). The process is repeated for each question, with answers recorded on separate pieces flipchart paper.

The following passages look at possible answers to each question in the questionnaire.

(I) MOTIVATION (REASON FOR MIGRATING):

- Better opportunities in the receiving country: job, education, personal development (their own or their family members')
- Expectation of greater freedom in the receiving country
- Preferred lifestyle in the receiving country
- Reunification with a family member or loved one
- Economic situation or environmental factors (e.g., famine, climate change)
- Pre-existing migration routes (migration ties between two countries)
- Domestic violence
- The status of women in the country of origin
- Persecution, violence and torture experienced in the country of origin

Discussion:

- Divide the groups into two categories, depending on whether the migrant story they studied was motivated by a “push” or a “pull” factor.
- Highlight the fact that migrants' motivations often centre on leading safer and more meaningful lives thanks to having better opportunities in the receiving country.
- Underscore the fact that in recent years there has been an increase in migration as a result of conflicts, persecution and environmental changes and degradation.

(II) WHO SUPPORTED THE MIGRANT'S ADAPTATION PROCESS:

- Members of the migrant's own family
- Friends in the receiving country
- Other migrants (migrant networks)
- Members of the local community
- Colleagues
- Other individuals who hold political or social power (e.g., politicians, celebrities)

Discussion:

- Acknowledge that the adaptation process depends on the support and involvement of many people who directly or indirectly influence a migrant's well-being.
- As demonstrated by the migrant stories, support can come from different people, including other migrants (in particular those who have had similar experiences and can share their knowledge and networks to help newcomers), family members in the country of origin and the migrants themselves.
- At the same time, the migrant's local community in the receiving country can also play a crucial role by providing various resources (their own or public resources) and practical help such as housing, a job, information or advice, as well as those making the institutional arrangements that can lead to a migrant's inclusion or exclusion.

(III) IMPORTANT INSTITUTIONS FOR MIGRANTS:

- School
- Place of employment
- Business registration office
- Immigration office
- Public registry office
- Social welfare office
- Refugee shelter

Discussion:

- Underscore that there are two types of institutions: (1) those dedicated to issues specific to migrants and their stay in the receiving country (this includes religious and cultural institutions, as well as immigration offices and refugee camps and centres, among others); and (2) general public institutions that assist with education, employment, healthcare and housing, among other services.
- The functioning of these institutions is shaped by laws and regulations, as well as by unwritten practices that may facilitate or impede equal access to services and public goods. These institutions play a crucial role in facilitating – or failing to facilitate – the integration of migrants, and very often must adjust to respond to an increasingly diverse society.

(IV) CHALLENGES FACING MIGRANTS:

Migrants can face many challenges even before they arrive at the receiving country and on arrival, including:

- The decision to migrate can be a difficult one, regardless of whether it is taken by the migrant, a member of the family and/or is the result of external factors that push a person to leave;
- The journey can be dangerous, expensive, long and with a long transit period spent in other countries;
- Finding a place to sleep;
- Reduced job opportunities;
- Navigating a foreign bureaucracy;
- An anti-immigrant political and social climate;
- Discrimination and personal attacks;
- Cheating;
- Abuse;
- Language barriers; and
- Psychosocial reactions to the experience, such as fear, disorientation and unrealistic expectations, among others.

Discussion:

Challenges can be grouped into two main types:

- Internal challenges – these include psychological reactions to the experience, sometimes called “culture shock”. Culture shock is a set of emotional reactions to a sudden or unexpected change. It occurs when a person no longer enjoys the support of significant members of their own culture and is exposed to new cultural stimuli that have little or no meaning to them. This can result in misunderstanding and increased stress levels. In particular, migrants must overcome:
 - A range of psychological, cognitive and behavioural adaptations because of the cultural and organizational differences in the receiving country;
 - The absence of significant people to which they are close to in their daily lives and a loss of their status, profession and possessions;
 - Confusions about their identity and roles; and
 - Changes in their sense of control, coping skills and self-image.
- External challenges: such as barriers to accessing goods and services and difficulties fitting in to the receiving community.

Migrants also risk rejection by the receiving country, as well as discrimination and xenophobia that might lead to:

- Under-employment;
- Educational underachievement;
- Material deprivation, poverty and social exclusion;
- Housing issues (from overcrowded households to homelessness); and/or
- Abuse, verbal and physical violence, acts of hate speech and hate crimes.

(V) SOME BENEFITS FOR THE RECEIVING SOCIETY/ STATE:

- A committed workforce;
- New businesses and job creation;
- Dedicated specialists, skilled professionals and the transfer of knowledge;

MODULE 1: TRAINER'S INSTRUCTIONS

- A commitment to social and political activism;
- The positive effects in society of new ideas, multiculturalism and diversity; and
- Increased birth rates (this is especially important in ageing societies).

Discussion:

Note: It is important that the trainer provides real-life examples and up-to-date facts and figures.

Underscore that migration can have the following positive effects on receiving societies:

- Increases and diversifies the labour force, especially in sectors and occupations where there is a shortage of workers;
- Increases the gross domestic product of the receiving country;
- Can generate additional employment opportunities for existing workers;
- Can help to ease the pressure on pension systems in ageing societies;
- Migrants have been shown to pay more in taxes than they receive in benefits and governmental services; and
- Facilitates exchanges of perspectives and ideas that lead to innovations in technology, science, art, among other sectors, especially as migrants tend to be risk takers.

2. INTRODUCING CORE CONCEPTS OF INTEGRATION

Exercise – the core concepts

Aims of the exercise:

- To familiarize participants with the core concepts of integration and how they relate to the migrant integration process.

The trainer begins by highlighting that migration is a complex process of spontaneous or forced interactions between individuals and groups. These contacts are often between people who identify themselves as different from each other and who really are culturally distinct.

States and institutions can apply a range of different policies to the societal diversity resulting from migration. While in the past migrants were often expected to assimilate, with national institutions doing little to facilitate the relationships between migrants and receiving societies, the importance and benefits of policies that promote integration are now widely accepted. More recently, studies have been done on multiculturalism and interculturalism that reflect on the multiple identities that people in diverse societies often have, and on the policies and processes that can shape such societies.

Group exercise

The trainer divides participants into groups and asks them to discuss the potential positive and negative aspects for both migrants and receiving societies of the following state policies:

- Multiculturalism
- Interculturalism
- Assimilation
- Integration

- Marginalization
- Segregation

After ten minutes, each group reports back to the rest of the group, and the trainer guides further discussions to facilitate a deeper understanding of the terms and issues involved.

3. DEVELOPING THE CONCEPT OF INTEGRATION

The trainer asks participants whether they think the migrants in the “I am a migrant” stories had integrated or not into their receiving societies. The assumption is that most participants will perceive the stories as examples of successful integration. The trainer notes that the stories were collected in order to demonstrate some specific aspects of integration. Although the stories may tell of positive integration outcomes, for many the integration process is not easy owing to the range of different reasons and challenges listed earlier.

The trainer also introduces the concept of integration, noting that:

- There is no legally binding and universal definition of integration.
- Integration policies range from a “close-to-assimilation” model to a “multiculturalism” model, as countries differ in their migratory traditions and/or their government approach to integration.
- The practical interpretations and social connotations of integration may also differ significantly.

In general, however, integration may be described as a two-way process that involves mutual adaptation of migrants and the receiving society based on principles of protection of fundamental rights, respect, tolerance and non-discrimination.

The trainer then introduces participants to UNHCR and IOM definitions of integration (via the PowerPoint presentation).

Definitions of integration

IOM: Integration is “the process by which immigrants **become accepted** into society, both **as individuals and as groups**. The particular requirements for acceptance by a receiving society vary greatly from country to country; and the responsibility for integration rests not with one particular group, but rather with **many actors**: immigrants themselves, the host government, institutions and communities”.

Source: IOM Handbook on Migration Terminology, 2011.

UNHCR: Integration is “understood as a dynamic and multifaceted two-way process with three interrelated dimensions: a legal, an economic and a social-cultural dimension. Integration requires efforts by all parties concerned, including preparedness on the part of refugees to adapt to the host society without having to forego their own cultural identity, and a corresponding readiness on the part of host communities and public institutions to welcome refugees and to meet the needs of a diverse population. At the core of UNHCR’s definition is the concept of integration as a two-way process and this is premised on “adaptation” of one party and “welcome” by the other. It does not, however, require the refugee to relinquish their cultural identity and integration therefore differs from assimilation”.

Source: UNHCR’s Executive Committee Conclusion on Local Integration, 2005.

The trainer underlines the most important aspects of the concept of integration and, if appropriate, provides a (locally relevant) practical example of integration. Where possible, the trainer can also provide a contrasting example of assimilation. Participants are invited to review the materials on the concept of migrant integration contained in the *Trainee's Manual*.

4. MEASURING INTEGRATION

The trainer discusses the challenges associated with measuring integration and the need for multiple indicators to effectively capture the multifaceted nature of integration policy and practice.

The trainer then introduces the integration assessment methodology developed by the Migration Policy Group (MPG). The Brussels-based Migration Policy Group is an independent, non-profit organization that is dedicated to strategic thinking and acting on equality and mobility.

The Migrant Integration Policy Index (MIPEX)

MIPEX is a unique tool that measures migrant integration policies in **40 OSCE participating States** (all European Union Member States plus Armenia, Bosnia and Herzegovina, Canada, Iceland, Kazakhstan, the former Yugoslav Republic of Macedonia, Moldova, Norway, Serbia, Switzerland, Turkey and the United States), as well as Australia, Japan, New Zealand and South Korea.

As part of MIPEX, a total of 167 policy indicators have been developed to create a rich, multidimensional picture of migrants' opportunities to participate in society. The index is a useful tool to evaluate and compare what governments are doing to promote the integration of migrants in all the countries analysed.

The MIPEX policy indicators cover eight areas of integration: labour market mobility, healthcare, family reunion, education, long-term residence, political participation, access to nationality and anti-discrimination.

The project engages key policy actors and informs them about how to use the indicators to improve integration governance and policy effectiveness.

For more information, see: <http://www.mipex.eu/what-is-mipex>.

Using the PowerPoint presentation, the trainer notes that ODIHR, in co-operation with the MPG, uses MIPEX as a relevant and reliable qualitative tool because it:

- Allows for the measurement of the success of government integration policies at the national level;
- Enables comparisons of countries at the international and regional levels;
- Compares the strengths and weaknesses of different policy areas in order to check for policy coherence; and
- Includes an additional longitudinal component to track policy changes over time.

The trainer highlights that the MIPEX assessment criteria reflect all OSCE commitments and are anchored in the standards of the Council of Europe and the European Union, as well as relevant UN and International Labour Organization (ILO) conventions.

The trainer then describes another migrant integration tool – **the National Integration Evaluation Mechanism (NIEM)**. NIEM is a six-year long transnational project that aims to prepare key actors in 15 European Union Member States to better face the current challenges of integration and improve the integration outcomes for beneficiaries of international protection. The NIEM project reflects the reality of increasingly protracted conflict situations – it currently takes on average 17 years before refugees fleeing civil wars can return to their country of origin. This means that the long-term integration of newly arrived beneficiaries of international protection is without alternative and presents an immediate challenge for European societies. To address this, NIEM plans to establish a mechanism for a biennial, comprehensive evaluation of the integration of beneficiaries of international protection to provide evidence on gaps in integration standards, identify good practices and evaluate the effects of legislative and policy changes.

The trainer underscores that migrant integration methods are in the process of constant development for various reasons, including:

- The growing body of knowledge on good practices in the area of migrant integration;
- The adoption of new international and regional legal instruments and policy documents;
- The adoption of new national strategic and policy planning instruments;
- Case law of the international and national courts; and
- The development of new technologies that can assist in migrant integration (such as language learning technology).

SESSION 2: THE OSCE/ODIHR AND MIGRANT INTEGRATION

Suggested duration: 30 minutes

| | |
|-----------------------------------|--|
| Content | Selected OSCE commitments Role of ODIHR: aim, approach, long-standing co-operation and examples of the projects |
| Methodology | Trainer's presentation |
| Materials for the trainer | PowerPoint presentation |
| Materials for participants | Handouts 1a-1d Handout 2 <i>Trainee's Manual</i> contains an overview of key OSCE commitments |

1. OSCE COMMITMENTS

Using the PowerPoint presentation, the trainer introduces participants to OSCE commitments related to the integration of migrants. Participants are asked to follow the presentation and note down any questions, which will be addressed at the end of the session or during the Q&A session.

The trainer may start by introducing some general information:

- Over the years, OSCE participating States have agreed to a number of commitments in the field of migrant integration.
- These commitments relate to migration governance in a comprehensive way and confirm the need for a systematic, inclusive and evidence-based dialogue on migration at the international, regional and local levels.
- The commitments were initially framed in the economic dimension, with a focus on the linkages between migration and economic growth and stability, but were expanded to include the human dimension,
- Today, the commitments reflect the need for a multi-layered approach to migration that enables cross-cutting issues to be addressed in a holistic way across all three OSCE dimensions: the politico-military (security-oriented), economic and human dimensions.

Guidance for trainers: This session will be much more presentation-based. In order to strengthen participants' active listening mode, and if suitable, they can be tasked to write down key words, such as the area of integration covered by a particular OSCE commitment (for example, familiarization with the state language). Each key word might be mentioned during the discussion at the end.

To make the presentation more interactive, the trainer might ask participants for their input when presenting the different area of migrant integration mentioned in the OSCE commitments. Thus, the trainer lists each area, asking participants who have written down key words to raise their hands (this will also help to identify areas of particular interest).

Aspects of migrant integration mentioned in OSCE commitments:

Adjusting national migration practices to their respective international obligations and OSCE commitments

Combating discrimination, intolerance and xenophobia towards migrants and their families

Facilitating migrants' participation in society (familiarization with the state language and society)

Promoting the integration of migrant workers in receiving societies

Respecting cultural and religious diversity

Promoting and protecting human rights and fundamental freedoms

Facilitating dialogue, partnership and co-operation on migration-related issues between OSCE participating States

Elaborating and strengthening national strategies and programmes for migrant integration

Promoting equality of opportunity with respect to working conditions, education, social security, healthcare, housing, access to trade unions and cultural rights

At the end of the presentation, the trainer should underscore that, although participating States have made significant progress in migrant integration, more remains to be done. Progress is uneven across the OSCE region as migrants continue to experience various barriers – both indirect and direct – that prevent them from achieving full integration.

Note: in case more detail is required, excerpts of relevant OSCE commitments can be found in the *Trainee's Manual*, Module 2.

2. THE ROLE OF ODIHR

Using the PowerPoint presentation, the trainer presents information about ODIHR. Issues that should be highlighted include:

- The aim of ODIHR's assistance in the area of migration;
- ODIHR's holistic approach;
- ODIHR's co-operation with different actors; and
- ODIHR's participation in forums and committees.

The trainer refers the participants to the list of background resources in the *Trainee's Manual* for further reading and future reference.

The trainer wraps up and ends the session.

**MODULE 1, HANDOUT 1A:
MIGRANT STORY 1**

“I am a migrant” Story 1: Victoria

From Spain to the United Kingdom

“I came to the UK from Madrid 14 years ago, I’d been a Creative Director of a top ad agency in Madrid and London is where the world’s best advertising is done. When I arrived my English was not good. I visited a head-hunter and explained I wanted to get a job in a good London Ad Agency. She was impressed with my portfolio but suggested I took a plane straight back to Madrid, “no one hires foreigners in the London ad scene, plus your English isn’t great, plus you’re a woman, so there’s little to no chance anyone will hire you.” Maybe because I’m a Latin, we don’t give up easily. I persisted. Within a few years, I was working in a boutique creative ad agency set up by a former director and Creative Director from Saatchi & Saatchi, Chris Arnold. After a merger, I became Creative Director of BLAC Advertising. 6 years ago Chris and I formed our own ad agency, Creative Orchestra. We’ve worked for lots of well-known clients – Diageo, IKEA, Sainsbury’s, King of Shaves, AOL, NUS, Total, and many more. But we also cultivate young creatives and take people from all over the world (and a good few Spanish) – the last count we’ve had 22 different nationalities pass through here, probably more than any other ad agency in London. Aside from the agency we started up a not-for-profit organization Quality of Spain that cultivates links between Spain and the UK.”

Source: IOM, “I am a migrant”, <<https://iamamigrant.org/stories/united-kingdom/victoria>>.

**MODULE 1, HANDOUT 1B:
MIGRANT STORY 2****“I am a migrant” Story 2: Amani****From Syria to Germany**

“The journey here was dangerous and very special. It was the first time for me to do many things: getting on an airplane, a big boat, a small boat, a train, and ten hours of walking in the woods in the middle of the night.

I was scared when we were on this small boat in the middle of the sea. We were lost. In Greece, we were in prison for 11 days like we were criminals. I don't understand, we were not criminals! When we finally arrived at the destination of our journey, Berlin, a friend gave us a place to stay for the night. There were already eight men in the room, but we were finally safe.

I embarked on this dangerous journey because my life in Syria was terrible. I was in a very unhappy marriage, with an abusive partner. He and his family kicked me out of the house when I fell ill. My family didn't want to take me as a divorced woman. So I fled with my friend, who had been tortured twice and was afraid that if those people got hold of him again, they might kill him.

He told me we could get married, and he would bring me to Germany later, but I told him I was going to go with him. Along the journey, we got married and we will have a child soon. Life in the refugee shelters in Germany was difficult. We had no privacy, no door to lock and the bathrooms were a nightmare. Within the last 15 months in Berlin, we have lived in six different places.

Now, we finally found a home, but it's only one room for me and my husband, and soon we'll be three. I am happy, Germany is a new start for us. I feel like a teenager who has been given a new life. I think I fit in here, I learn quickly and connect well with people. So far everyone here has been respectful towards my religion and me wearing a hijab.

In Syria, I felt like a bird and they had cut my wings when I wanted to fly. But now – migration is a new experience, it opens your mind and you are able to look to all sides, and I can choose what is suitable for me. I love my new life because I've chosen for myself for the first time in my life.”

Source: IOM, “I am a migrant”, <<https://iamamigrant.org/stories/germany/amani>>.

MODULE 1, HANDOUT 1C: MIGRANT STORY 3

“I am a migrant” Story 3: Usman

From Uzbekistan to the Russian Federation

“My name is Usman. Currently, I live and work in Moscow. I was born in Uzbekistan and moved with my family to Russia about three years ago. I came to Moscow because I wanted to have more opportunities for personal development. Here, there are many more possibilities than back home, so here I am.

All my life I wanted to start a business which would make people happier. In Moscow, I managed to do exactly that and opened a small zoo for kids. In the beginning, it was not easy. When I was trying to get my business off the ground, I had to deal with fraudsters who tried to cheat me. At the same time, I met a lot of good people, who sincerely tried to help me.

One of them was a Russian lady. She helped me with opening and registering my current business. By bringing somebody else into the business, I knew that I was taking some risks. However, I saw that this person also sincerely wanted to create a place where families with kids could come and spend time having fun and interacting with animals. Quite soon, she became my real business partner. I trusted my heart and took some risks. Now, I know that it was the right decision and it helped me to make my dream come true.

Moscow is a very big city. There are a lot of newcomers, migrants from other countries, and people from other parts of Russia as well. There are a lot of languages spoken in Moscow, Russian and English seem to be the most popular. I feel very comfortable and safe in Moscow and I freely communicate with people who live here. When my kids grow up, they will go to school here in Moscow and will have the opportunity to get a good education. As for myself, in the future, I see myself as a happy and successful person.

I have met a lot of people of different nationalities in my life. I believe there are no bad nationalities, but just bad people. It is not fair to judge the whole nation by the actions of one person. Therefore, when anyone says that migrants from Uzbekistan, Kyrgyzstan, and Tajikistan are bad, this is simply a prejudice. It may be a result of cultural misunderstanding.

We need to try to get to know more about each other, to better understand each other. We all should try to trust each other and not be afraid of people whose nationality or culture is different from our own. My personal life experience tells me that the world is built on mutual trust and kindness, no matter where you live and no matter which nationalities are the people around you.”

Source: IOM, “I am a migrant”, <<https://iamamigrant.org/stories/russian-federation/usman>>.

MODULE 1, HANDOUT 1D: MIGRANT STORY 4

“I am a migrant” Story 4: Cécile

From Congo to Italy

“I still remember my mother’s words when I left: ‘Don’t come back until you have found what you’re looking for. You must be strong, because one day your job will save many lives.’

And so I came to Italy to fulfil my dream of becoming a doctor. I managed to find a place to stay with the help of a Hungarian priest, who was a refugee. And a few years later, I became an ophthalmologist.

In 1994, I married an Italian man and since then, little by little, I started to look beyond my personal dream, diverting my attention towards other people’s struggles, in particular, the rights of migrants and the promotion of multiculturalism.

I’m doing a lot of things today that were not part of my life plans; but living and integrating in this country have inspired me to take on a commitment that was...meant to be.

My experience in politics is part of this commitment. At the beginning, it was hard for me to understand that I was representing a strong symbol for Italy: I was the first black minister in the history of the Italian Republic! The President, Giorgio Napolitano, could have declined my Ministry designation but he wanted to create a ‘cultural rupture’. Not everyone agreed with his choice...

Now I realize how important it is, not only for Italy, but for the rest of the world, that designations like mine can open a political debate. Sure, there is still a lot of work to do about discrimination. I had to face many personal attacks, but my victory in the European elections shows that things are already changing.

As an EU diplomat, I now split my time between Modena, Italy, and Brussels in Belgium. Always being on the move, on a plane or a train also feels a little bit like home to me now. I try to find short moments to relax, read a magazine.

Sometimes I wonder where ‘home’ really is. When I went to Congo a couple of years ago, I felt like a foreigner and I caught myself saying ‘It’s time to go back home now, back to Italy.’ I genuinely feel at home in Modena: it’s my city, with its smells, its colours, and its people.”

(Cécile Kyenge Kashetu was the Minister of Integration of the Letta Government and the first black Minister of Italy. Since 2014, she is a Member of the European Parliament.)

Source: IOM, “I am a migrant”, <<http://iamamigrant.org/stories/italy/cécile>>.

**MODULE 1, HANDOUT 2:
UNFINISHED SENTENCES QUESTIONNAIRE**

1. The migrant's reason for migrating was:

2. The migrant met and got support from:

3. The migrant had contact with the following local institutions:

4. The migrant faced the following challenges:

5. The migrant contributed the following potential/capacities/resources to the receiving society:

6. The newcomer's motto is:

MODULE 1:

BACKGROUND RESOURCES

- United Nations Development Programme, “Contribution to the fifteenth co-ordination meeting on international migration”, 8 February 2017, <http://www.un.org/en/development/desa/population/migration/events/coordination/15/documents/papers/9_UNDP.pdf>.
- European Commission, “European Web Site on Integration: Migrant Integration Information and Good Practices”, <<https://ec.europa.eu/migrant-integration/home>>.
- Migration Policy Group, “European Web Site on Integration: Presentation”, <<http://www.migpolgroup.com/diversity-integration/european-web-site-on-integration/>>.
- Yue, Y. and Le, Q., “From ‘Cultural Shock’ to ‘ABC Framework’: Development of Intercultural Contact Theory”, *International Journal of Innovative Interdisciplinary Research*, Issue 2, 2012.
- International Organization for Migration (IOM), “I am a migrant”, <<https://iamamigrant.org>>.
- Penninx, R., “Integration: The Role of Communities, Institutions, and the State” Migration Policy Institute (MPI), 1 October 2003, <<https://www.migrationpolicy.org/article/integration-role-communities-institutions-and-state>>.
- Eurostat, “Migrant integration statistics”, <http://ec.europa.eu/eurostat/statistics-explained/index.php/Migrant_integration_statistics>.
- “Chapter 1 – Report overview: making sense of migration in an increasingly interconnected world”, *World Migration Report 2017*, IOM, <http://www.iom.int/wmr/chapter-1>.
- OSCE/ODIHR webpage on migration, <<https://www.osce.org/odihr/migration>>.

**MODULE 2:
INSTITUTIONAL, LEGAL
AND POLICY FRAMEWORKS
FOR MIGRANT INTEGRATION**

MODULE 2: TRAINER'S INSTRUCTIONS

Suggested total duration: 2 hours 45 minutes

| Suggested duration | Session |
|---------------------------|---|
| 60 min. | Session 1: Overview of the rights and obligations of migrants |
| 40 min. | Session 2: Institutional frameworks in receiving countries and the responsibilities of national and local-level authorities |
| 65 min. | Session 3: Key principles for migrant integration policies |

AIMS OF MODULE 2:

- To enhance participants' knowledge of international and regional standards on migrants' rights;
- To enhance participants' understanding of institutional frameworks for migrant integration;
- To explore the role of local government and civil society in migrant integration; and
- To familiarize participants with key principles for the development of successful migrant integration policies.

SESSION 1: OVERVIEW OF THE RIGHTS AND OBLIGATIONS OF MIGRANTS

Suggested duration: 60 minutes

| | |
|-----------------------------------|---|
| Content | The main instruments of the international and regional legal frameworks on migrants' rights Overview of migrants' rights |
| Methodology | Trainer's introduction and presentation Quiz Discussions and reflections |
| Materials for the trainer | PowerPoint presentation Module 2, Handout 1 |
| Materials for participants | Selected parts of <i>Trainee's Manual</i> |

INTRODUCTION

The trainer asks participants the following questions:

- What are the rights and obligations of migrants?
- Do they think human rights apply to all migrants?
- What human rights can they name?
- Can they name any international instruments related to the rights of migrants?

The trainer distributes Handout 2 and asks participants to read the statements and mark each statement as either true ("T") or false ("F") in column 1 (activity 1). At this point the trainer does not check the answers, but asks the participants to put aside the handout until later.

Note: The trainer must be ready to respond to comments from participants that focus on migrants' obligations. It is recommended that the trainer emphasizes that while migrants, just like any other citizens, are obliged to respect the legislation in place, their access to rights might be conditioned by rules and regulations – such as their residence status – that do not affect the overall population. It is important to underscore that understanding the complexities around migrants' access to certain rights does not equate to advocating that migrants enjoy a form of preferential treatment.

TRAINER'S PRESENTATION

Using the PowerPoint slides, the trainer explains migrants' rights and obligations and the relevant international and regional legal framework. The trainer also points out the link between residence status and access to rights. The trainer can also refer to Module 3 and the different types of migrant status.

QUIZ

The trainer asks participants to return to the quiz and complete it again using column 2 (activity 2), again marking the statements as true ("T") or false ("F"). After completing the task, participants compare their answers from columns 1 and 2 and discuss their results with their partners. The trainer then asks participants for their answers and discusses these with the participants.

CONCLUSION

The trainer summarizes the material covered and discusses any questions with the participants.

**MODULE 2, HANDOUT 1:
RIGHTS AND OBLIGATIONS OF MIGRANTS**

Note: The purpose of this exercise is to facilitate discussion regarding rights and obligations of migrants as well as to get participants acquainted with international, regional and national instruments. It is expected from the trainer she/he will have researched and prepared the appropriate responses applicable in the country beforehand.

ACTIVITY 1

Read the following statements and decide whether they are true or false. Put your answers in the relevant column: mark "T" (true) or "F" (false) next to each statement in column 1. Compare your answers with your partner.

| | 1 | 2 |
|--|--------------------------|--------------------------|
| | True (T) or False (F) | True (T) or False (F) |
| 1. Every foreigner has the right to enter a state's territory. | | |
| 2. Migrants have an obligation to respect the national legislative provisions of the receiving country that apply to all, including nationals. | | |
| 3. Migrants are obliged to learn the language of the receiving country, respect its culture or integrate according to international legal instruments. | | |
| 4. States have the obligation to protect the fundamental human rights only of their nationals and legally resident migrants. | | |
| 5. The principle of "non-refoulement" means that every state has the right to expel or extradite a person to another state in any circumstance, including when there are substantial grounds to believe that he or she would be subjected to inhuman and degrading treatment or torture. | | |
| 6. Every state has an obligation to guarantee, ensure and protect the human rights of all persons within their jurisdiction, including migrants. | | |
| 7. Unaccompanied migrant children have the same right to health protection as children that are nationals of the state. | | |
| 8. The children of undocumented migrants do not have the right to free primary school education. | | |
| 9. OSCE participating States have committed to implement fully in their domestic legislation the rights of migrant workers provided for in the international agreements to which they are party. | | |
| 10. Migrants cannot join trade unions; this right is reserved for nationals only. | | |
| 11. Every migrant worker has the right to bring their family to reside with them in the receiving country. | | |
| 12. The 1990 International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families has been ratified by the majority of OSCE participating States in Western Europe and North America. | | |
| 13. The right to social security applies only to nationals and permanent residents. | | |
| 14. Undocumented migrants have a right to emergency medical treatment. | | |
| 15. A migrant who is accused of theft in the receiving country has the right to a fair trial in the receiving country. | | |

ACTIVITY 2

Mark the statements as true or false again, entering your answers into column 2. Then compare them with your previous answers from column 1, and compare and discuss your answers with your partner.

SESSION 2: INSTITUTIONAL FRAMEWORKS IN RECEIVING COUNTRIES AND THE RESPONSIBILITIES OF NATIONAL AND LOCAL-LEVEL AUTHORITIES

Suggested duration: 40 minutes

| | |
|-----------------------------------|--|
| Content | Institutional framework in the receiving countries. Division of responsibilities between national government and local authorities. |
| Methodology | Trainer's introduction and presentation Discussions |
| Materials for the trainer | PowerPoint presentation |
| Materials for participants | <i>Trainee's Manual</i> |

INTRODUCTION

The trainer begins the session by asking participants questions about the migrant integration institutional framework in their country. What institutions are involved in migrant integration? Which ministry is responsible for migrant integration? Are other ministries involved? In what way is the institution you represent involved in migrant integration?

TRAINER PRESENTATION

Using the PowerPoint presentation, the trainer discusses the following:

- Institutional frameworks for migrant integration in OSCE participating States;
- Migrant integration policy mainstreaming;
- The division of responsibilities between national government and local authorities;
- The co-ordination among key national stakeholders at both the local and national levels; and
- The role of local government and civil society actors in the integration process.

SESSION 3: KEY PRINCIPLES FOR MIGRANT INTEGRATION POLICIES

Suggested duration: 65 minutes

| | |
|-----------------------------------|--|
| Content | Participatory, gender-sensitive, child-focused and inclusive approaches to migrant integration policies The co-ordination of integration policies Funding Monitoring and Evaluation |
| Methodology | Trainer's introduction and presentation Group work Discussions |
| Materials for the trainer | PowerPoint presentation Module 2, Handout 2 |
| Materials for participants | <i>Trainee's Manual</i> |

TRAINER PRESENTATION

Using the PowerPoint presentation, the trainer explains the key principles of successful migrant integration policies, including participatory, inclusive, gender-sensitive and child-focused approaches and the role of co-ordination, the allocation of financial resources, and monitoring and evaluation.

GROUP WORK 1

The trainer divides participants into groups of four to five persons and distributes Handout 2, flipcharts and markers and explains the task (see Handout 2).

GROUP WORK 2

The trainer asks participants to come up with examples of gender-sensitive indicators for a selected policy area relevant to migrant integration, such as education, healthcare or housing. The trainer then facilitates a short discussion on the importance of evidence-based reporting and monitoring to inform policy- and decision-making on migrant integration.

The trainer refers participants to the background resources contained in the *Trainee's Manual* for further reading and future reference.

MODULE 2, HANDOUT 2: MIGRANT INTEGRATION POLICIES AND GOVERNANCE

Use the flipchart paper to sketch the institutional governance model for your country (include the national, region and local institutions involved, major and migrant-focused civil society organizations, international organizations and social partners, etc.), selected administrative level or policy area. Clearly mark the role of your institution and how exactly it fits into the institutional framework for migrant integration in your country. Analyse this model from your institution's perspective. Consider the following questions:

- What institutions do you work with directly and indirectly?
- Are there any stakeholders that should be involved in this work, but that have so far been overlooked? In particular, think about relevant civil society organizations, social partners and relevant institutions. Think about an institution you would like to approach and co-operate with in this field after the training.
- Is the exchange of information and co-operation between the various stakeholders effective? What can be improved?
- Do you work towards a particular plan or strategy (either at the local or national level)? Does the plan involve reporting and information sharing among the different institutions involved?
- How can vertical and horizontal co-ordination be improved? Do you need to establish regular meetings or more regular information exchanges with a person or unit that is responsible for co-ordination?

MODULE 2: BACKGROUND RESOURCES

- *Guide to Gender-Sensitive Indicators* (Quebec: Canadian International Development Agency, 1997), <http://eugender.itcilo.org/toolkit/online/story_content/external_files/TA_Edu_CIDA.pdf>.
- Collett, E. and Petrovic, M., *The Future of Immigrant Integration in Europe: Mainstreaming Approaches for Inclusion* (Brussels: MPI Europe, 2014).
- *Handbook on European Law Relating to Asylum, Borders and Immigration*, Council of Europe and European Union Agency for Fundamental Rights, (Luxembourg: Publications Office of the European Union, 2014), <http://www.echr.coe.int/Documents/Handbook_asylum_ENG.pdf>.
- Council of Europe Commissioner for Human Rights, “Human rights of immigrants, refugees and asylum seekers”, <<https://www.coe.int/en/web/commissioner/thematic-work/migration>>.
- Council of Europe Venice Commission, “Rule of Law Checklist”, 18 March 2016, <[http://www.venice.coe.int/webforms/documents/default.aspx?pdffile=CDL-AD\(2016\)007-e](http://www.venice.coe.int/webforms/documents/default.aspx?pdffile=CDL-AD(2016)007-e)>. The checklist includes access to justice as one of the seven rule of law benchmarks.
- *Challenges of policy coordination for third-country nationals*, Eurofound (Luxembourg: Publications Office of the European Union, 2015).
- EUROCITIES, “Cities and Migrants: Implementing the EUROCITIES Integrating Cities Charter”, 2017, <http://nws.eurocities.eu/MediaShell/media/IntegratingCitiesReport_Cities%20and%20migrants_%20-final.pdf>.
- *Handbook on Integration for policy-makers and practitioners (2nd edition)* (Italy: European Commission, 2007), <<https://ec.europa.eu/migrant-integration/librarydoc/handbook-on-integration-for-policy-makers-and-practitioners-2nd-edition>>.
- European Court of Human Rights’ case law factsheets on: Migrants in Detention, Collective Expulsion of Aliens, Expulsions and Extraditions, and “Dublin Cases”, <<https://www.echr.coe.int/Pages/home.aspx?p=press/factsheets&c>>.
- *Handbook on European Law Relating to Access to Justice*, European Union Agency for Fundamental Rights and Council of Europe (Luxembourg: Publications Office of the European Union, 2015), <<http://fra.europa.eu/en/publication/2016/handbook-european-law-relating-access-justice>>. The publication outlines European Union and Council of Europe law on the right to a access legal assistance for vulnerable suspects or accused persons including migrants.
- UN Committee on the Protection of the Rights of All Migrant Workers and Members of Their Families, “General Comments” (numerous), <http://tbinternet.ohchr.org/_layouts/treatybodyexternal/TBSearch.aspx?Lang=en&TreatyID=7&DocTypeID=11>.
- International Commission of Jurists, “Migration and International Human Rights Law: A Practitioner’s Guide”, 2014, <<http://www.icj.org/wp-content/uploads/2014/10/Universal-MigrationHRLaw-PG-no-6-Publications-PractitionersGuide-2014-eng.pdf>>.

- International Justice Resource Centre, “Immigration and Human Rights”, <<https://ijrcenter.org/thematic-research-guides/immigration-migrants-rights/#gsc.tab=0%20IOM>>.
- *International Migration, Health and Human Rights* (Geneva: IOM, 2013), <https://www.ohchr.org/Documents/Issues/Migration/WHO_IOM_UNOHCHRPublication.pdf>.
- *Understanding Gender Sensitive Budgeting* (Geneva: IOM, 2008), <https://www.iom.int/jahia/webdav/shared/shared/mainsite/published_docs/periodicals_and_newsletters/gsb_final_%20booklet.pdf>.
- Law Library of Congress “Current Legal Topics: Immigration, Nationality and Citizenship”, <<http://www.loc.gov/law/help/current-topics.php#immigration>>.
- UN Sustainable Development Knowledge Platform, “Sustainable Development Goal 16 on rule of law”, <<https://sustainabledevelopment.un.org/sdg16>>. The webpage includes indicators related to access to justice for all, including migrants.
- OECD Gendernet Practice Notes, “Gender Equality Indicators: What, Why And How?”, <<https://www.oecd.org/dac/gender-development/44952761.pdf>>.
- *Migration and Human Rights: Improving Human Rights Based Governance of International Migration* (OHCHR, 2013), <https://www.ohchr.org/Documents/Issues/Migration/MigrationHR_improvingHR_Report.pdf>.
- OHCHR, “Recommended Principles and Guidelines on Human Rights at International Borders”, UN Doc. A/69/CRP.1, 23 July 2014, <https://www.ohchr.org/Documents/Issues/Migration/A-69-CRP-1_en.pdf>.
- OSCE/ODIHR, “Local and central government co-ordination on the process of migrant integration: good practices from selected OSCE participating States”, prepared by Alexander Wolfhardt (Migration Policy Group), Warsaw, 2017, <<https://www.osce.org/odihr/367041?download=true>>.
- *Making Laws Work for Women and Men: A Practical Guide to Gender-Sensitive Legislation* (Warsaw: OSCE/ODIHR, 2017), <<https://www.osce.org/odihr/327836?download=true>>. The publication also includes discussion of gender-responsive budgeting.
- OSCE/ODIHR, “Local Government and Migrant Integration in Line with OSCE Commitments and International Standards: a Review of Good Practices”, Expert Roundtable Meeting Report, Warsaw, 26 October 2017, <<https://www.osce.org/odihr/366126?download=true>>.
- *Graz Recommendations on Access to Justice and National Minorities* (The Hague: OSCE High Commissioner on National Minorities, 2017) <<https://www.osce.org/hcnm/graz-recommendations?download=true>>. The publication emphasizes that measures to guarantee access to justice for national minorities (which may include some categories of migrants) should be broader than access to courts, noting the importance of equality and non-discrimination principles.
- *Guide on Gender-Sensitive Labour Migration Policies* (Vienna: OSCE, 2009) <<https://www.osce.org/secretariat/37228?download=true>>.
- *International Migration and Human Rights: Challenges and Opportunities on the Threshold of the 60th Anniversary of the Universal Declaration of Human Rights* (UNFPA et al., 2008), <http://www.unfpa.org/sites/default/files/pub-pdf/int_migration_human_rights.pdf>.
- *A guide to international refugee protection and building state asylum systems: Handbook for Parliamentarians N° 27*, Inter-Parliamentary Union and UNHCR (2017), <<http://www.unhcr.org/3d4aba564.pdf>>.
- UNHCR, “Rescue at Sea: A guide to principles and practice as applied to migrants and refugees”, <<http://www.unhcr.org/en-us/publications/brochures/450037d34/rescue-sea-guide-principles-practice-applied-migrants-refugees.html>>.
- *UN Principles and Guidelines on Access to Legal Aid in Criminal Justice Systems* (Vienna: UN Office on Drugs and Crime, 2013), <https://www.unodc.org/documents/justice-and-prison-reform/UN_principles_and_guidelines_on_access_to_legal_aid.pdf>. Principle 10 deals with

equity in access to legal aid and notes that special measures should be taken to ensure meaningful access to legal aid for a number of groups, including stateless persons, asylum-seekers, foreign citizens, migrants and migrant workers, refugees and internally displaced persons.

- UN Development Programme and UN Office on Drugs and Crime, *Global Study on Legal Aid: Global Report* (2016), <http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/access_to_justiceandruleoflaw/global-study-on-legal-aid.html>.
- UN Secretary General, “Promotion and protection of human rights, including ways and means to promote the human rights of migrants”, UN Doc. A/69/277, 7 August 2014, <https://www.ohchr.org/Documents/Issues/Migration/GA69thSession/A-69-277_en.pdf>.
- UN Women et al., *Gender on the Move: Working on the Migration-Development Nexus from a Gender Perspective* (Santa Domingo: UN Women, 2013), <http://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2013/12/genderonthemove_low2b%20pdf.pdf?la=en>.
- World Bank, “Migration, Remittances and Diaspora Issues”, <<http://www.worldbank.org/en/topic/migrationremittancesdiasporaisues/overview>>

**MODULE 3:
MIGRANT STATUS IN RELATION
TO INTEGRATION MEASURES,
INCLUDING ACCESS
TO LONG-TERM RESIDENCE
AND CITIZENSHIP**

MODULE 3: TRAINER'S INSTRUCTIONS

Suggested total duration: 3 hours

| Suggested duration | Session |
|---------------------------|---|
| 60 min. | Session 1: Long-term residence |
| 60 min. | Session 2: Family reunification |
| 60 min. | Session 3: Citizenship and naturalization |

AIMS OF MODULE 3:

- To familiarize participants with the basic requirements for long-term residence and family reunification in receiving countries.
- To explore the ways migrants can acquire citizenship in receiving OSCE participating States and the effectiveness of naturalization procedures.

SESSION 1: LONG-TERM RESIDENCE

Suggested duration: 60 minutes

| | |
|-----------------------------------|--|
| Content | Long-term residence: eligibility and requirements Security of status Long-term residents' rights Best-case scenario |
| Methodology | Trainer's introduction and presentation Group work Discussions and reflections |
| Materials for the trainer | PowerPoint presentation Handout 1 Long-term residence requirements in the country where the training course is held (obtained from the Internet or a local official) |
| Materials for participants | <i>Trainee's Manual</i> |

INTRODUCTION

The trainer introduces the topic of the session and asks participants what, in their opinion, should be the main criterion for granting migrants long-term residence (e.g., period of legal residence, ethnic or family ties to the country or contribution to the country). The trainer then provides time to discuss the participants' answers.

Note: Access to citizenship and national legislation vary widely across the OSCE region. It is important for the trainer to emphasize this and explain why access to permanent residence and citizenship is important for the integration process.

TRAINER PRESENTATION

Using the PowerPoint presentation, the trainer explains long-term residence eligibility and requirements across the OSCE region, long-term migrants' security of status and long-term residents' rights, presenting good practices in this area from selected OSCE participating States.

Group work

Before the session obtain, information about the national long-term residence eligibility and requirements of the country where the training workshop is being held.

The trainer divides participants into several groups of four to five people and distributes Handout 1, together with information on the long-term residence requirements of the country where the workshop is being held. The trainer asks participants to read Handout 1 and the information on residence requirements, and to discuss the questions in Handout 1.

Discussion

The trainer collects answers from one selected group and asks other groups to contribute or add to that answer. The trainer allows some time for discussion among all participants and then wraps up the session.

MODULE 3, HANDOUT 1: LONG-TERM RESIDENCE SCENARIO

Read the following best-case scenario for long-term residence:¹

Access to long-term residence: best-case scenario

Soon after arrival, any temporary resident has the right to settle permanently in the country if they secure a basic legal income, obey the law and, if necessary, improve their language skills.

All migrants with the option to apply for long-term residence have access to free language courses and study materials.

For an applicant, the procedure is short and almost free of charge.

In case an application for long-term residence is rejected, the migrant has full rights to appeal.

If accepted, they are secure in their status as a permanent resident.

They are treated equally, with the same rights and responsibilities in most areas of life as other nationals.

Group discussion

Look through the information on long-term residence criteria, security of status and rights in your country. How does it compare with the “best-case scenario” described above?

What categories of migrants may settle in your country? Is permanent residence open to all migrants that fulfil the habitual residence requirement, or only to selected categories (e.g., highly skilled migrants)?

What are the main challenges that migrants face if they wish to settle permanently in your country? Can you think of any solutions to these challenges?

¹ This best-case scenario is not found in a single state, but is a composite of good practices found in selected states covered by the 2014 MIPEx research. See Migrant Integration Policy Index (MIPEx), “Permanent Residence”, <<http://www.mipex.eu/permanent-residence>>.

SESSION 2: FAMILY REUNIFICATION

Suggested duration: 60 minutes

| | |
|-----------------------------------|--|
| Content | Importance of family reunification for migrant integration International and regional framework |
| Methodology | Trainer's introduction and presentation Work in pairs Short video Discussions |
| Materials for the trainer | PowerPoint presentation Handout 2 |
| Materials for participants | <i>Trainee's Manual</i> |

INTRODUCTION

The trainer asks what participants understand by the term "family reunification". By eliciting and guiding participants' answers, the trainer arrives at a definition close to the following:

"Family reunification refers to the situation where family members join another member of the family who is already living and working in another country in a regular situation."²

The trainer explains that family reunification is one of the main avenues to regular migration in many OSCE participating States. The trainer asks participants why, in their opinion, family reunification can be considered important and how it may contribute to migrant integration. The list of reasons may include the following:

- Migrants are particularly vulnerable when separated from their family.
- Separation from family may negatively affect migrants' psychological well-being.
- Family reunification may help migrants develop social contacts with the community and allow migrants to access various social networks, such as by meeting other parents at children's schools.
- Family reunification is important for the children's development.
- The possibility to migrate with one's family may help to attract sought-after migrants, such as highly-skilled workers.
- The presence of a migrant worker's family may positively affect their working capacity.
- In the case of refugees, family reunification is the only way to be together with one's family.

² Office of the UN High Commissioner on Human Rights (OHCHR), "Family Reunification", November 2005, <<http://www2.ohchr.org/english/issues/migration/taskforce/docs/familyreunification.pdf>>.

TRAINER PRESENTATION

The trainer presents the international and regional legal framework relating to family reunification. The trainer notes that a number of international and regional instruments emphasize the importance of family life in the context of migration, but do not refer specifically to the right to family reunification. The trainer explains how eligible family members are defined by family reunification provisions in various OSCE participating States, as well as the language and integration requirements, sponsor eligibility criteria, the rights of family members and other aspects of the family reunification procedures across the OSCE region (without yet mentioning the requirement of cohabitation).

WORK IN PAIRS

Note: Before the session, check the national legislation on family reunification in the country where the training workshop is being held. In particular, check the requirement for cohabitation. Check whether and after what period a family member has the right to stay in the country in case of separation, divorce or death of the partner, as well as whether there are any special provisions for victims of domestic violence.

The trainer divides the group into pairs, distributes Handout 2 and asks each pair to read the case study information and briefly discuss the questions. The trainer fields answers from several participants and explains the national provisions regulating the requirement of cohabitation.

TRAINER PRESENTATION

The trainer explains the challenges that migrants' family members may face if they experience domestic violence. The trainer discusses the possibility in some OSCE participating States for victims of domestic violence who joined their family members in the receiving country to apply for permanent residence, illustrating the presentation with the good practice from the United Kingdom, below (also presented in the *Trainee's Manual*).

An example of good practice: Permanent residence for victims of domestic violence in the United Kingdom

Persons on a temporary visa as a partner who can demonstrate that their relationship ended because of domestic violence can settle in the United Kingdom as a victim of domestic violence. The residence permit fee may be waived if they also prove that they do not have sufficient means to cover it.

Source: Gov.uk, "Settle in the UK as a victim of domestic violence: form SET(DV)", <<https://www.gov.uk/government/publications/application-to-settle-in-uk-form-setdv>>.

The trainer goes on to discuss the importance of family reunification for refugees and the gender aspects of policies on the eligibility for long-term residence of spouses and children.

VIDEO

The trainer plays a short film by the former Council of Europe's Commissioner for Human Rights on refugees' access to family reunification:

<<https://www.youtube.com/watch?v=-FV341bqQPI>>.

Following the film, the trainer fields questions and comments from participants.

CONCLUSION

The trainer asks participants if they have any questions or comments, and then wraps up the session.

MODULE 3, HANDOUT 2: FAMILY REUNIFICATION AND CO-HABITATION

Alina and Robert – enduring an abusive relationship in order to stay in the country?

Alina met Robert during Robert's Erasmus semester at her home university. They fell in love and were almost inseparable for half a year. They both were devastated when Robert had to leave at the end of his exchange semester. He invited her to stay with him for the summer holidays and proposed to her. During her next visit, the couple married, and Alina received her family reunification residence permit for two years.

The first six months were bliss. Alina attended a language course and was making a lot of progress. She also developed some new friends. Robert was not too happy when Alina stopped for a coffee with her friends after her language lessons, but she was usually able to cheer him up. After some time, Robert became increasingly controlling, banned Alina from meeting with her friends both before and after classes. He was also against her taking a job, insisting that learning the language should be her main focus. At the same time, he controlled all her expenses and gave her pocket money only when he felt particularly happy about her behaviour. He did not want her to meet any of her friends anymore. When one day Robert learned that Alina went to see one of her female friends despite his request not to, he got so angry that he hit her. With time, Robert was able to find more and more excuses to hit Alina; he also insisted she should not work because he could provide for them both.

Alina wanted to separate from him, but she did not have any money to rent a place on her own. She was also afraid that if she divorced him, she would be sent back to her home country. But nobody was waiting for her there. Her mother had died, and most of her friends had left her home town for the capital or even other countries, leaving her with nobody to turn to in her home country. Her entire life was now centred on Robert's country: She knew the language, she had her friends and her favourite spots in the city that she liked to visit, and she was sure that with her qualifications she could easily find a job. At the same time, she was so afraid of Robert and his violent outbursts and never having any money even for minor expenses. Alina simply could not go on living like that...

READ THE STORY AND DISCUSS THE FOLLOWING QUESTIONS:

- What would happen to Alina if this happened in your country?
- How long would she have to spend in this abusive relationship if she wanted to make sure her residence permit was not cancelled?
- Should Alina be sent back to her home country if she decided to leave Robert?
- Is there a way for Alina to separate from Robert and still stay in your country? –

SESSION 3: CITIZENSHIP AND NATURALIZATION

Suggested duration: 60 minutes

| | |
|-----------------------------------|--|
| Content | Importance of access to citizenship for migrant integration Access to citizenship for children and minors Two principles for access to citizenship Ordinary naturalization requirements |
| Methodology | Trainer's introduction and presentation Work in pairs Discussions |
| Materials for the trainer | PowerPoint presentation Handout 3 National provisions on cohabitation, domestic violence victims Short video |
| Materials for participants | <i>Trainee's Manual</i> |

INTRODUCTION

The trainer explains that OSCE participating States have the basic right to self-determination in matters of citizenship laws and policies, and that there are considerable differences across the OSCE region in terms of national provisions for access to citizenship.

The trainer asks participants if they are aware of the two main principles behind current citizenship laws, before continuing to the presentation.

TRAINER PRESENTATION

Using the PowerPoint presentation, the trainer explains naturalization requirements in different OSCE participating States and outlines some good practices in this area.

WORK IN PAIRS

The trainer divides the group into pairs, distributes Handout 3, and asks the pairs to review the practices contained in the handout. Participants must decide which practices in each set constitute good practices. When the participants are ready, the trainer goes through the sets of practices and fields answers from participants.

CONCLUSION

The trainer asks participants if they have any final questions and comments on migrant status and wraps up the session.

MODULE 3, HANDOUT 3: NATURALIZATION PRACTICES

Please read the paired descriptions of naturalization practices found in OSCE participating States and identify which ones represent good practices.³ Put a tick next to the descriptions of good practices in the right-hand column.

Naturalization practices in the OSCE region: which represent good practices?

The state discourages migrants from acquiring citizenship.

The state supports the naturalization process for settled residents who wish to become citizens and provides them with equal opportunities to participate in public life.

All citizens can be dual nationals.

Dual nationality is permitted only for established citizens and for new citizens.

The children and grandchildren of migrants are still treated as foreigners.

A child born to migrant parents becomes a citizen at birth (*jus soli*), just like the children of nationals.

Someone born abroad can apply for citizenship after living in the country for five years.

A migrant is not considered eligible for citizenship unless they have lived in the country for ten years.

The total fee for foreigners to apply for naturalization and receive citizenship shall not exceed the cost for citizens of applying for and receiving a passport.

Citizenship application fees may exceed 1,000 Euros.

The procedure is fully discretionary, without judicial oversight. Officials evaluate each application on its own merit.

A migrant is entitled to citizenship when they meet the legal conditions, such as a residence period, and have no recent criminal record. All requirements are clearly specified.

An applicant must pass demanding, discretionary and costly language and integration tests, without any support provided by the state.

The requirement to pass the basic language test and a citizenship course encourages the applicant to succeed through free, flexible and professional courses and tests.

New citizens can be stripped of their citizenship at any point during their life, even if that causes them to become stateless.

New citizens have the same citizenship protections as their fellow nationals.

3 MIPEX, "Access to Nationality", <<http://www.mipex.eu/access-nationality>>.

MODULE 3: BACKGROUND RESOURCES

- Bauböck, R., et al., *Access to Citizenship and its Impact on Immigrant Integration: European Summary and Standards* (European University Institute), <https://muep.mau.se/bitstream/handle/2043/16098/acit_report_eu%20level%20summary.pdf?sequence=2>.
- Parliamentary Assembly of the Council of Europe, Committee on Migration, Refugees and Displaced Persons, “Integration tests: helping or hindering integration?”, <http://www.assembly.coe.int/CommitteeDocs/2013/amdoc11_2013TA.pdf>.
- European Migration Network, *Family Reunification of Third-Country Nationals in the EU plus Norway: National Practices*, 2016, <https://ec.europa.eu/home-affairs/sites/homeaffairs/files/oo_family_reunification_sr_final.pdf>.
- Fangen, K. et al., “Citizenship Regimes: Consequences for Inclusion and Exclusion of Young Adult Immigrants in Europe”, Euromargins Policy Brief No. 2, <<https://www.sv.uio.no/iss/english/research/projects/eumargins/policy-briefs/documents/2nd-policy-brief-citizenship-november-3rd-2010-final.pdf>>.
- İçduygu, A., Çolak, Y., & Soyarik, N. What is the matter with citizenship? A Turkish debate. *Middle Eastern Studies*, <https://www.tandfonline.com/doi/abs/10.1080/00263209908701291?journalCode=fmes20>
- Intergenerational Family Solidarity Across Europe (Interfasol), <<http://www.interfasol.eu/>>.
- Interfasol, “Symposium on Intergenerational Family Solidarity and Migration, Centre for Health and Migration”, 2018, <<http://www.interfasol.eu/wp-content/uploads/2018/05/Ursula-Trummer-Intergenerational-Solidarity-among-migrants-living-in-socio-economic-deprivation.pdf>>.
- IOM, “Compendium of Migrant Integration Policies and Practices”, <http://rosanjose.iom.int/site/sites/default/files/Compendium_of_Migrant_integration.pdf>.
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- Molodikova, I., *The Transformation of Russian Citizenship Policy in the Context of European or Eurasian Choice: Regional Prospects*, Central and Eastern European Migration Review, 2017, <http://ceemr.uw.edu.pl/vol-6-no-1-2017/research-reports/transformation-russian-citizenship-policy-context-european-or>

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- Roots, L., “European Union Citizenship or Status of Long-Term Resident: A Dilemma for Third-Country Nationals in Estonia”, *Baltic Journal of European Studies*, Vol. 2, No. 1 (11), <http://www.ies.ee/iesp/No11/articles/04_Lehte_Roots.pdf>.
- Sumption, M. and Flamm, S., *The economic Value of Citizenship for immigrants in the United States*, Migration Policy Institute, Washington, 2012: <<https://www.migrationpolicy.org/pubs/citizenship-premium.pdf>>.
- UNHCR, Nationality Laws of the Former Soviet Republics, 1 July 1993, available at: <http://www.refworld.org/docid/3ae6b31db3.html>

**MODULE 4:
FACILITATING THE CIVIC
AND LINGUISTIC
INTEGRATION OF MIGRANTS**

MODULE 4: TRAINER'S INSTRUCTIONS

Suggested total duration: 2 hours 45 minutes

| Suggested duration | Session |
|---------------------------|---|
| 75 min. | Session 1: Information provision, language learning and civic orientation measures for migrants |
| 45 min. | Session 2: Supporting the development of migrants' mother tongue language skills |
| 45 min. | Session 3: Promoting contacts and intercultural understanding among receiving and migrant populations |

AIMS OF MODULE 4:

- To familiarize participants with the varying practices across the OSCE region in terms of civic and linguistic integration assistance measures;
- To enhance participants' understanding of how migrants mother tongue language skills can be supported; and
- To explore ways to promote contacts and intercultural understanding among receiving and migrant populations.

SESSION 1: INFORMATION PROVISION, LANGUAGE LEARNING AND CIVIC ORIENTATION MEASURES FOR MIGRANTS

Suggested duration: 75 minutes

| | |
|-----------------------------------|--|
| Content | Information provision measures Language and civic orientation courses – varying practices across the OSCE region Examples of practices |
| Methodology | Trainer's introduction and presentation Group work Discussions |
| Materials for the trainer | PowerPoint presentation Handout 1 Handout 2 |
| Materials for participants | <i>Trainee's Manual</i> |

INTRODUCTION

The trainer asks participants about who bears responsibility for migrants' integration: the state, migrants or both in equal measure? The trainer asks participants about migrant integration measures available in their country and whether they believe they are sufficient.

Note: The trainer must be prepared to address comments regarding migrants' responsibility to integrate or assimilate into the receiving society. It is useful to refer to Module 1 and underscore once again that integration is a two-way process.

GROUP WORK 1

The trainer divides participants into four or five groups and distributes Handout 1 to each participant. The trainer asks the groups to discuss the basic information that migrants should be expected to know about the receiving country in terms of: (1) etiquette surrounding greetings, "social distance", emotions and smiling; (2) historical facts; (3) holidays and cultural traditions; (4) geographical facts; (5) national values; (6) dining habits and etiquette when visiting people. Participants are required to jot down three to five examples for each category in Handout 1. The trainer ensures that participants understand each category. When the participants are ready, the trainer collects answers from one group and then asks other groups came up with different answers. The trainer explains that the purpose of the exercise is to demonstrate the diversity of views on what constitutes important information about a country, its customs and other facts.

TRAINER PRESENTATION

Using the PowerPoint presentation, the trainer explains the international and regional framework regarding the facilitation of migrant integration by receiving countries. The trainer notes that, while the international legal framework specifically requires states to assist the integration of refugees, OSCE participating States have in fact committed to promoting the integration of

migrant workers. However, the OSCE commitments do not specify how this should be done, and do not oblige participating States to introduce state-sponsored integration measures.

In the absence of clear provisions on the linguistic and civic integration of migrants, practices in this area vary considerably across the OSCE area. Many OSCE participating States attempt to provide relevant information for migrants, including self-study packs, information brochures, information websites, information desks or migrant information centres.

There is also considerable variance in terms of the provision of language and civic orientation courses. While some countries provide access to free language and civic orientation courses to all legally residing migrants, others only undertake measures to integrate persons granted international protection. Language and civic orientation courses may be combined or offered separately, with civic orientation instruction provided in the migrants' mother tongue. Language and civic orientation courses can be: obligatory or voluntary; available for all legally resident migrants (a needs-based approach) or only for select categories of migrants; free of charge or paid for by participants, in full or in part; and migrants may or may not be required to pass a test at the end of the course. The target language proficiency level ranges from A1 to B2, and may depend on the category of migrant.

The trainer presents examples of good practices from OSCE participating States, including: the provision of courses based on needs (Denmark); granting access to free integration and language courses to asylum-seekers who are likely to be granted refugee status (Germany); and the reimbursement of childcare for migrants taking part in language and civic orientation courses (the Flemish region of Belgium).

The trainer asks participants to suggest their own recommendations for developing effective language and civic integration courses, and then presents the recommendations developed by the EURO CITIES Integrating Cities toolkit:⁴

- 1) **Public Commitment:** Authorities should show their commitment to supporting orientation activities and language courses. Using public resources to provide courses for migrants may be controversial, and authorities need to explain why this is a priority and support the staff delivering the courses while engaging other stakeholders.
- 2) **Strategy:** The provision of civic orientation and language courses should be part of a clear and explicit strategy backed by sufficient resources.
- 3) **Co-ordination:** In a situation where the responsibility for designing and delivering courses for migrants may be shared across different government levels, it is necessary to clearly define who is responsible for the delivery of such courses. Usually this role is fulfilled by municipalities.
- 4) **Needs assessment:** Language and civic orientation courses and materials need to be shaped by migrants' needs and to take into account their origins, previous education and experience.
- 5) **Facilitating access:** Migrants often miss out on available courses due to a lack of information or financial barriers. It is crucial that there is clear information on what different categories of migrants are entitled to in terms of language and civic orientation courses and provisions facilitating their access, including paid childcare and flexible hours.

4 EURO CITIES, "Integrating Cities Toolkit: Introductory and Language Courses", 2012, <<http://www.eurocities.eu/media/fbook/language toolkit/index.html>>. This is a slightly adapted version, as initially the recommendations were addressed to municipal authorities.

- 6) **Flexibility and responsiveness:** Flexible course content and timing are crucial to meet the diverse needs of migrant learners, who are likely to range from the highly educated to those with only a basic level of education, those with additional barriers to learning (such as illiteracy and visual impairment) and those with limited time for study (such as those in full-time employment or with caring responsibilities).
- 7) **Orientation:** Courses should cover relevant local knowledge and the language skills needed for everyday life and to ensure that migrants can access their rights.
- 8) **Next steps:** Learners should be helped to progress to employment, further language learning or other courses.
- 9) **Monitoring and evaluation:** Courses need to be regularly monitored and evaluated to ensure that they are fit for purpose, benefit participants and demonstrate improvement over time.

GROUP WORK 2

The trainer divides participants into several groups of four to five people and distributes at least two copies of Handout 2 to each group. The trainer asks participants to read the questions on Handout 2 and make sure that they are clear. The trainer asks participants to discuss the different types of integration measures available to different categories of migrants in their country, and how those measures might be improved.

DISCUSSION AND CONCLUSION

The trainer collects answers from representatives of each group, and asks other participants to provide feedback on these suggestions. The trainer then recaps and wraps up Session 1.

**MODULE 4, HANDOUT 1:
KNOWLEDGE OF THE RECEIVING COUNTRY**

**WHAT SHOULD ALL NEW ARRIVALS KNOW
ABOUT YOUR COUNTRY?**

| | |
|---|--|
| Etiquette: greetings, "social distance", emotions and smiling | Historical facts (give at least 4) |
| Holidays and cultural traditions (give at least 4) | Geographical facts (give at least 3) |
| National values (give at least 4) | Dining habits and etiquette when visiting people (give at least 4) |

**MODULE 4, HANDOUT 2:
INTEGRATION MEASURES DISCUSSION**

GROUP DISCUSSION

In your groups, discuss the following questions and select a speaker who will present your group's conclusions. Be prepared to justify your answers.

What sort of integration measures are currently/should be offered to migrants in your country, and what categories of migrants are/should be entitled to these measures?

Are/should any of these courses (be) mandatory?

Are/should these measures (be) free of charge (state-funded), or do/should migrants cover the costs in full or in part? Are there/should there be exams to test migrants' knowledge of any courses offered?

What (if any) is/should be the required level of language proficiency for permanent residence?

What sort of information would you include in a civic orientation course? Please outline the main areas of information included.

SESSION 2: SUPPORTING THE DEVELOPMENT OF MIGRANTS' MOTHER TONGUE LANGUAGE SKILLS

Suggested duration: 45 minutes

| | |
|-----------------------------------|--|
| Content | International standards on teaching migrants their mother tongue Main approaches to organizing mother tongue tuition for migrant children across the OSCE region Examples from OSCE participating States |
| Methodology | Trainer's introduction and presentation Group work Discussions |
| Materials for the trainer | PowerPoint presentation |
| Materials for participants | <i>Trainee's Manual</i> |

INTRODUCTION

The trainer introduces the topic of the session and asks participants if they believe it is important for migrants and their children to maintain and learn their mother tongue, as well as whether the receiving state should play a role in developing migrant children's mother tongue language skills. The trainer then asks participants to give arguments for and against teaching migrant children their mother tongue.

Possible arguments in favour of providing mother tongue tuition for migrant children include:

- International standards and OSCE commitments support teaching migrant children their mother tongue.
- Proficiency in their mother tongue helps migrants maintain ties with family members in the country of origin.
- Proficiency in their language of origin facilitates migrant children's return to their country of origin.
- Research has shown that mother tongue education in early school years improves educational outcomes for migrant children.
- Providing mother tongue support to migrant children supports the integration of migrants in the receiving country.
- Providing mother tongue education helps migrant children to learn the language of the receiving country.
- Mother tongue education has a positive impact on migrant children's self-esteem.
- Mother tongue education is beneficial to the goals of intercultural and inclusive education.

Possible arguments against providing mother tongue tuition for migrant children include:

- Providing such tuition in early school years is too expensive.
- Promoting migrants' knowledge of their mother tongue should be the sole responsibility of migrant communities.
- Providing mother tongue support to migrant children in early school years is too complicated to organize.
- Mother tongue education hampers the educational outcomes of migrant children.
- There are no sufficiently trained teachers available for all minority languages.
- Mother tongue education hampers the integration of migrants into the receiving country.

- All school time for language should be spent on learning the official language of the state.⁵

TRAINER PRESENTATION

Using the PowerPoint presentation, the trainer explains that international standards on migrant integration recognize the importance of migrants' mother tongue and encourage receiving states to promote and facilitate the teaching of migrants' native languages. The European Convention on the Legal Status of Migrant Workers also stresses the need to provide special courses to teach the children of migrant workers their mother tongue in order to facilitate their return to their countries of origin (Article 15). OSCE participating States have committed to "encourage or facilitate, where reasonable demand exists, supplementary teaching in their mother tongue for the children of migrant workers" (Concluding Document of the Third Follow-up Meeting, Vienna, 1989). The European Social Charter also articulates the necessity to "promote and facilitate, as far as practicable, the teaching of the migrant worker's mother tongue to the children of the migrant worker" (Article 19(12)).

The trainer explains that the policies and practices in terms of providing mother tongue tuition to migrant children vary across the OSCE region. While in many countries there are national provisions or recommendations regarding the facilitation of mother tongue language tuition to migrant children, actual practices often depend on municipalities and schools. Some countries have signed bilateral agreements on providing mother tongue tuition. In a few OSCE participating States (such as is in Sweden), municipalities have an obligation to arrange for mother tongue language tuition for migrant children. In other states, the provision of mother tongue language tuition for migrant children is dependent on the initiative of migrant parents, migrant associations and other NGOs, and private institutions.

DISCUSSION AND CONCLUSION

The trainer asks participants whether mother tongue language tuition is provided for migrant children in schools in their country, and whether there is a demand for such tuition among existing migrant communities, and asks them to propose possible solutions to this issue.

5 Kambel, E-R., "Language Support for Migrant Children in Early School Years: Mapping European Policies", Amsterdam, December 2014, <<http://www.sirius-migrationeducation.org/wp-content/uploads/2015/02/WP2.2-Language-support-mapping-report.pdf>>.

SESSION 3: PROMOTING CONTACTS AND INTERCULTURAL UNDERSTANDING AMONG RECEIVING AND MIGRANT POPULATIONS

Suggested duration: 45 minutes

| | |
|-----------------------------------|---|
| Content | Importance of contacts among migrant and receiving society populations Promoting intercultural dialogue and reducing prejudice |
| Methodology | Trainer's introduction and presentation Discussions |
| Materials for the trainer | PowerPoint presentation |
| Materials for participants | <i>Trainee's Manual</i> |

INTRODUCTION

The trainer asks participants whether, in their opinion, contacts among migrants and receiving society communities promote understanding and good relations and help to reduce prejudice. The trainer asks participants whether they believe that any sort of contact is sufficient, and what conditions need to be present in order to promote positive relations.

By asking additional questions, the trainer guides participants towards identifying the following conditions:

- Equal status – similar function or position (e.g., parents of school children);
- Shared purpose;
- Co-operation and not competition;
- Meaningful interpersonal interactions; and
- Support from an institution or person of authority.

The trainer then notes that research has demonstrated that, under appropriate conditions, contacts between majority and minority group members are one of the most effective ways to reduce prejudice (the “contact hypothesis”, mainly associated with social psychologist Gordon Allport). This is because such contacts allow migrant and receiving society populations to gain fresh perspectives on each other, identify similarities, and develop an interest in each other's cultures, experiences and worldviews. The trainer elaborates further on the conditions needed to ensure that such contacts effectively reduce prejudice and promote:

- **Equal status:** Representatives of both groups need to see themselves as being of equal status.
- **Co-operation and common goals.** Members of both groups need to co-operate towards a shared goal or to solve a common task or problem. This could include preparing an intercultural festival, planning extra-curricular school activities for children or participating in a book club. Friendly and egalitarian relations should be promoted, and competition between groups reduced.
- **Meaningful personal interactions.** Contacts between representatives of the groups need to be informal and sufficiently prolonged in order to give people a chance to develop interpersonal ties.
- **Support of authorities.** The contact needs to have the backing of an authority or institution that is recognized by the different groups.

TRAINER PRESENTATION

The trainer presents the Council of Europe's definition of intercultural dialogue as being "a process that comprises an open and respectful exchange of views between individuals and groups with different ethnic, cultural, religious and linguistic backgrounds and heritage, on the basis of mutual understanding and respect."⁶ The trainer explains that intercultural dialogue is not just about contacts between persons from different backgrounds, but about awareness of one's own culture and an interest and ability to learn about others' perspectives, convictions, practices and experiences. It is also about recognizing differences, and seeking mutual respect, understanding and co-operation.

The trainer explains that the conditions necessary for intercultural dialogue include:

- Respect for human rights, democracy and the rule of law;
- Mutual respect and dignity;
- Gender equality; and
- Actively seeking to remove barriers to intercultural dialogue, such as discrimination and structural inequalities.⁷

This means that respect for cultural differences should not be used to justify violations of human rights or incidents of sexism or domestic violence. In other words, a critical approach to all cultures is needed, as not all traditions are necessarily good and deserving of respect. At the same time, people should not mock or reject a tradition or pattern of behaviour just because it is different from their accepted norms.

The trainer explains that intercultural contacts and dialogue between migrant and receiving societies can be promoted in two broad ways:

- by adapting the services of various public institutions to cater for increasingly diverse populations, including by adjusting their staffing policies and broadening cultural opportunities; and
- through targeted initiatives aimed at bringing together people from migrant and receiving society populations.

The trainer asks participants to come up with examples of activities that help promote intercultural dialogue. The following is a non-exhaustive list of the types of such initiatives and activities:

- Public institutions, including libraries, social and cultural centres, sports and youth clubs, volunteer associations and trade unions reaching out to migrant populations and encouraging their membership;
- Organizing events, festivals and parties that bring together receiving and migrant populations;
- Teaching young people intercultural competences as part of civic education in schools, and organizing similar workshops for adults;
- Holding language cafés that give the migrant and receiving populations an opportunity to learn each other's language;
- Organizing hobby groups, such as book clubs and cooking groups, that attract people from different backgrounds;

⁶ Council of Europe, "White Paper on Intercultural Dialogue: Living Together As Equals in Dignity", 7 May 2008, <https://www.coe.int/t/dg4/intercultural/source/white%20paper_final_revised_en.pdf>.

⁷ *Ibid.*

- Forming community teams comprising migrants and local residents to address various issues and challenges in the community;
- Holding sporting events with mixed teams;
- Tandem and twinning initiatives, such as linking up schools with a high ratio of migrant students with those where students predominantly represent the receiving society, or by forging contacts between migrant and receiving society families; and
- Conducting media projects in which both migrant and receiving society populations share their experiences of diversity and discuss their aspirations, needs, perspectives on various issues and visions of a shared future.

Using the PowerPoint presentation, the trainer presents good practices aimed at promoting intercultural contacts and understanding. The trainer emphasizes that all these examples fulfil the essential conditions of the “contact hypothesis” mentioned earlier.

CONCLUSION

The trainer fields questions and comments from participants, recaps the main points and wraps up the session.

The trainer also refers participants to the list of background resources contained in the *Trainee's Manual* for further reading and future reference.

MODULE 4: BACKGROUND RESOURCES

- Barcelona Municipality, “Barcelona’s Anti-Rumour Strategy”, <<http://ajuntament.barcelona.cat/bcnacciointercultural/en/anti-rumors-what-do-we-do>>.
- City of Gothenburg and the County Administrative Board of Västra Götaland, “About Sweden: Civic orientation in English”, <https://www.informationsverige.se/Engelska/Samhalle/Documents/Om_sverige_webb_eng_v6.pdf>.
- IOM, “Facilitating Integration through Cultural Orientation”, <<http://www.resettlement.eu/sites/icmc.ttp.eu/files/NLCO%20Publication.pdf>>.
- European Council, ‘Directive 2003/86/EC of 22 September 2003 on the right to family reunification’, <<https://eur-lex.europa.eu/legal-content/en/ALL/?uri=celex%3A32003L0086>>.
- European Council, “Directive 2004/83/EC of 29 April 2004 on minimum standards for the qualification and status of third country nationals or stateless persons as refugees or as persons who otherwise need international protection and the content of the protection granted”, <<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32004L0083>>.
- European Council, “Directive 2009/50/EC of 25 May 2009 on the conditions of entry and residence of third-country nationals for the purposes of highly qualified employment”, <<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32009L0050>>.
- Intercultural Cities, “City of Bergen Intercultural Profile”, <<https://rm.coe.int/16804828f6>>.
- Council of Europe, “Linguistic Integration of Adult Migrants (LIAM)”, <<https://www.coe.int/en/web/lang-migrants>>.
- Council of Europe, “Platform of resources and references for plurilingual and intercultural education”, <<https://www.coe.int/en/web/platform-plurilingual-intercultural-language-education/home>>.
- Council of Europe, “White Paper on Intercultural Dialogue: Living Together As Equals in Dignity”, 7 May 2008, <https://www.coe.int/t/dg4/intercultural/source/white%20paper_final_revised_en.pdf>.
- “Life in the United Kingdom: A guide for new residents”, <<https://lifeintheuktests.co.uk/study-guide/>>.
- Citizenship and Immigration Ministry in Canada, “Welcome to Canada: What you Should Know”, <<http://www.education.gov.yk.ca/pdf/immigration/welcome.pdf>>.
- European Commission, “Reception of newly arrived migrants and assessment of previous schooling”, Brussels, 2016, <https://ec.europa.eu/education/sites/education/files/peer-learning-stockholm_en.pdf>.
- da Costa, R., “Rights of Refugees in the Context of Integration: Legal Standards and Recommendations”, UNHCR Legal and Protection Policy Research Series, June 2006, <<http://www.unhcr.org/44bb90882.pdf>>.

- ERICarts, “Sharing Diversity. National Approaches to Intercultural Dialogue in Europe”, <www.interculturaldialogue.eu/web/files/14/en/Sharing_Diversity_Final_Report.pdf>.
- EUROCITIES, “Integrating Cities Toolkit: Introductory and Language Courses”, 2012, <<http://www.eurocities.eu/media/fbook/language toolkit/index.html>>.
- European Commission, “Integrating Immigrant Children into Schools in Europe”, 2009, <http://eacea.ec.europa.eu/education%20/eurydice/documents/thematic_reports/101EN.pdf>.
- Council of Europe, “European Convention on the Legal Status of Migrant Workers”, 24 November 1977, <<https://rm.coe.int/1680077323>>.
- European Migration Network (EMN), “EMN Ad-Hoc Query on Integration measures regarding language courses and civic integration – Part 1”, <https://ec.europa.eu/home-affairs/sites/homeaffairs/files/2017.1167_fr_integration_measures_regarding_language_courses_and_civic_integration_-_part_1.pdf>.
- EMN, “EMN Ad-Hoc Query on Integration measures regarding language courses and civic integration – Part 2”, <https://ec.europa.eu/home-affairs/sites/homeaffairs/files/2017.1168_fr_integration_measures_regarding_language_courses_and_civic_integration_-_part_2.pdf>.
- European Migration Network, “Integration of beneficiaries of international/humanitarian protection into the labour market: policies and good Practices”, <http://www.emn.fi/files/1412/Synteesiraportti_integration_of_beneficiaries_of_international_protection_eu_2015.pdf>.
- Council of Europe, “The European Social Charter”, <<https://www.coe.int/en/web/turin-european-social-charter>>.
- IOM, “Pre-departure Cultural Orientation”, <<https://www.iom-nederland.nl/images/CO-Nareis/pdco2.pdf>>.
- IOM “Short Introduction to Life in Estonia. A Guide for Asylum Seekers and Refugees”, <<https://news.err.ee/116952/a-guide-for-asylum-seekers-and-refugees-published-short-introduction-to-life-in-estonia>>
- Marzo, L., “Promoting Multilingualism among immigrants”, SIRUS, <<http://www.sirius-migrationeducation.org/wp-content/uploads/2013/09/Multilingualism-discussion-paper.pdf>>.
- Ministry of Employment and Economy of Finland, “Welcome to Finland”, <https://tem.fi/documents/1410877/2888440/SIS_MIN_EN_LoRes-rMvn8JEq.pdf/dae43ea6-59a1-4e98-848a-b2b5d791d84c>.
- Conference on Security and Co-operation in Europe, “Concluding Document of the Third Follow-up Meeting”, Vienna, 1989, <<https://www.osce.org/mc/40881>>.
- Pascouau, Y., *Measures and Rules Developed in the EU Member States Regarding Integration of Third Country Nationals – Comparative Report* (Brussels: European Policy Centre, 2015), <http://www.epc.eu/documents/uploads/pub_6519_reportintegrationschemesfinalversionpdf-en.pdf>.
- Poliglotti4 project, “Platform of Resources and References for Plurilingual and Intercultural Education”, <<http://www.poliglotti4.eu/about-poliglotti-4/>>.
- UNHCR, “The 1951 Refugee Convention”, <<http://www.unhcr.org/1951-refugee-convention.html>>.

**MODULE 5:
MIGRANTS' ACCESS TO
THE LABOUR MARKET AND
MIGRANT ENTREPRENEURSHIP**

MODULE 5: TRAINER'S INSTRUCTIONS

Suggested total duration: 3 hours

| Suggested duration | Session |
|---------------------------|---|
| 90 min. | Session 1: Access to vocational and language training and recognition of migrants' academic and professional qualifications |
| 60 min. | Session 2: Overview of labour market integration measures for migrants and relevant good practices |
| 30 min. | Session 3: Migrant self-employment, and potential barriers and measures facilitating migrant entrepreneurship |

AIMS OF MODULE 5:

- To introduce participants to the importance of labour market integration measures for migrants;
- To familiarize participants with relevant good practices in the field of labour market integration;
- To introduce good practices and raise participants' awareness of the complexity of such measures and their impact on integration processes; and
- To raise participants' awareness of migrants' self-employment and entrepreneurship activities.

SESSION 1: ACCESS TO VOCATIONAL AND LANGUAGE TRAINING AND RECOGNITION OF MIGRANTS' ACADEMIC AND PROFESSIONAL QUALIFICATIONS

Suggested duration: 90 minutes

| | |
|-----------------------------------|--|
| Content | Barriers in accessing the labour market of the receiving country Vocational and language training Recognition of qualifications and experience as an integration measure |
| Methodology | Trainer presentation Group exercise |
| Materials for the trainer | PowerPoint presentation |
| Materials for participants | Case study from the <i>Trainee's Manual</i> |

INTRODUCTION

Using the PowerPoint presentation, the trainer briefly introduces the topic and gives a brief overview to the range of possible obstacles to migrants' integration in the receiving country's labour market.

These obstacles can include:

- Language (including literacy), especially relating to a particular vocation;
- Lack of work experience in the receiving country;
- Lack of employment references in the receiving country;
- Lack of appropriate training and/or recognized educational and professional qualifications;
- Lack of access to networks that would strengthen employment prospects and knowledge of recruitment methods;
- Lack of knowledge/awareness of the required experience for a particular role;
- Lack of understanding of labour and social legislation, receiving country employment culture and job application procedures;
- Cross-cultural misunderstandings causing suspicion or hostility;
- Lack of awareness of cultural nuances and etiquette in the receiving country;
- Labour exploitation;
- Discrimination, harassment, violations of labour and security rights and negative stereotyping that can hinder recruitment and lead to precarious employment;
- Uncertainty (caused by a lack of life and work perspectives);
- Boredom and frustration leading to a loss of self-esteem (caused by the lack of a meaningful occupation, especially for professionals); and
- Threats of termination of employment.

The trainer notes that different countries have different measures in place to address some of these barriers to migrants' access to and participation in the labour market.

GROUP EXERCISE

The trainer divides participants into two groups and asks them to discuss one example of the successful labour market integration of migrants (individuals or communities) and one example of barriers to migrants' access to and participation in the labour market. In the first case, they are asked to identify what worked well and facilitated integration; in the second case, they are asked to identify possible solutions to the barriers they have identified. The groups are given 15 minutes to discuss and write up their answers on a flip chart; they then share their answers to the whole group and the trainer facilitates a discussion.

Trainer presentation

The trainer introduces the topic of this session on migrants' access to language and vocational training and the recognition of their academic and professional qualifications and experience. The trainer can refer back to the discussion of language courses in Module 4, as appropriate.

VOCATIONAL AND LANGUAGE TRAINING

The trainer starts by noting the difficulty in designing training strategies that meet the needs of migrant communities, and highlights that no one approach fits all. At the same time, training holds the key to reducing gaps in language proficiency, vocational skills, technical expertise and soft skills. Training courses tailored to migrants can include occupation-specific language instruction – a cost-effective solution at all levels of education. Modular courses and supervised work experience also allow migrants to fill their skills gaps without having to retrain entirely.

In order to address the difficulties in providing intensive and individualized vocational training courses, it is important that employers are involved in the process of integrating migrants into the labour market. Employers can provide on-the-job training, but they must be incentivized to invest in such programmes. For example, a number of practices exist whereby employers receive subsidies for providing work experience, training or language-learning opportunities. The involvement of employers is crucial to ensure that migrants not only access the labour market but also experience upward mobility.

The trainer asks participants for examples from their country or community of vocational or language training programmes for migrants.

RECOGNITION OF MIGRANTS' ACADEMIC AND PROFESSIONAL QUALIFICATIONS AND EXPERIENCE

The trainer notes that the validation and certification of both informal and formal skills, together with the recognition of academic and professional qualifications and experience, is one of the main issues affecting migrants' labour market integration. Together with language courses, orientation courses, vocational education and training, counselling and a guaranteed minimum income, the recognition of migrants' qualifications is a key pre-condition to entering the labour market in a receiving country.

The trainer emphasizes that even when migrants have obtained relevant qualifications and training outside the receiving country, they may find it difficult to demonstrate how their skills and experiences meet an employer's needs. Employers may not trust or understand foreign qualifications and experiences, and it is unclear to what extent formal evaluations can mitigate this mistrust. For those in certain occupations, this can block migrants' access to and progression in the labour market, as professional regulations and recruitment practices make certain qualifications a practical or legal pre-requisite.

The trainer explains that the two main purposes of recognizing migrants' qualifications and experiences are:

1. **Access to further education and training programmes (academic recognition):** Academic recognition focuses on recognizing periods of study or qualifications issued by an educational institution for persons wishing to continue or begin studying in a higher education institution or to use an academic title.
2. **Access to the labour market (professional recognition):** Professional recognition is the official authorization to practice a particular profession. It concerns the assessment of an applicant's knowledge and skills. There are two types of professional recognition:
 - *De jure* recognition: This refers to the right to work in a specific country in a regulated profession (e.g., medical doctor) in the European Union or European Economic Area.
 - *De facto* recognition: This refers to the situation where recognition for professional purposes is unregulated, such as where no national legal authorization to practice a particular profession exists or is required. This is the most problematic area of professional recognition.

The Diploma Supplement model

The Diploma Supplement model was developed by the European Commission, Council of Europe and UNESCO/CEPES (the European Centre for Higher Education).

The purpose of the supplement is to provide sufficient independent data to improve international transparency and promote the fair academic and professional recognition of qualifications (diplomas, degrees, certificates, etc.). It is designed to provide a description of the nature, level, context, content and status of the studies that were pursued and successfully completed by the individual named on the original qualification to which the supplement is appended. It provides information in eight sections relating to the holder, the qualification and the national higher education system.

Source: European Commission/Council of Europe, "Outline Structure for the Diploma Supplement", <http://ec.europa.eu/dgs/education_culture/repository/education/policy/higher-education/doc/ds_en.pdf>.

Using the PowerPoint presentation, the trainer goes on to discuss examples of good practice in professional qualification recognition in order to highlight how the recognition of professional qualifications helps to counter barriers in accessing the labour market. The trainer underlines the role of the migrant and the relevance of applicable laws, regulations and government institutions, along with unwritten rules and practices. The presentation should aim to deepen the participants' understanding of the complexity of such labour market integration measures and their impact on the integration process.

After the PowerPoint presentation, the trainer directs participants to the case study of the German recognition system, included in the *Trainee's Manual*. The trainer gives participants five minutes to read the case study before inviting them to identify key steps or aspects that address particular barriers.

The German recognition system: a case study

LEGAL BASIS

On 1 April 2012, a Federal Recognition Act entered into force that unifies and expands the procedures for evaluating foreign professional qualifications at the federal level. The Act covers dual training occupations, artisan occupations, other further training qualifications and additional professions regulated by sectoral laws, such as medical doctors and lawyers. The legal provisions simplify the recognition of foreign vocational certificates and promote the integration of qualified migrants into the German labour market, thereby helping to ensure an adequate supply of skilled workers.

WHO NEEDS IT?

Recognition is mandatory for those applying for a German work visa from outside of the European Union. Anyone seeking to enter a regulated profession (such as doctors) must have their qualifications recognized. There are separate assessments for those seeking to enter regulated and non-regulated professions, as well as separate legal implications. In the case of the non-regulated professions, it is possible to apply for jobs and to take up gainful employment without obtaining a formal certificate of equivalence. At the same time, the certificate of equivalence helps employers to better assess a job applicant's qualification.

THE TOOLS

The multilingual "Recognition in Germany" online portal provides information about how to get foreign vocational certificates recognized in Germany. The unique feature of the website is the "Recognition Finder" that allows those seeking advice to identify the competent authority for their application in just a few clicks. In addition, it presents important and concise information about the legal foundations, the recognition procedures for individual occupations and available counselling services, as well as information on language courses.

SUPPORT FOR COUNSELLING EXPERTS

The portal supports employees of recognition counselling services, job centres and employment agencies in their daily work. They can use the "advanced filter" to comfortably search for competent bodies and occupations. Staff members of the "Integration through Qualification (IQ)" network can also access an internal forum on recognition counselling.

SKILLS ANALYSIS – RECOGNITION PROCEDURES IF DOCUMENTATION IS MISSING OR INCOMPLETE

For those with missing documents, a skills analysis can be conducted to demonstrate their professional competences by submitting a sample of their work or undertaking an interview or test, for example.

A skills analysis is a practical way of demonstrating a person's qualification, but is not an examination. It offers both the migrant and the employer an ideal way of evaluating professional competences.

Source: Recognition in Germany, <<https://www.anerkennung-in-deutschland.de/html/en/>>.

SESSION 2: OVERVIEW OF LABOUR MARKET INTEGRATION MEASURES FOR MIGRANTS AND RELEVANT GOOD PRACTICES

Suggested duration: 60 minutes

| | |
|-----------------------------------|--|
| Content | Overview of the labour market integration measures for migrants Selected good practices for all workers, permanent migrants and seasonal workers States that might adopt such integration measures Migrants' needs and how these might be fulfilled by the different measures Benefits and obstacles in adopting to different state arrangements |
| Methodology | Trainer's presentation Group exercise |
| Materials for the trainer | PowerPoint presentation |
| Materials for participants | Good practices contained in the <i>Trainee's Manual</i> Handouts 1a and 1b |

Trainer presentation

The trainer underlines that this session provides examples of other measures that might be introduced by receiving countries and/or countries of origins (as well as in co-operation between the two countries) in order to facilitate migrants' integration into the labour market. These measures can be implemented in addition to the recognition of qualifications discussed in the previous session.

Using the PowerPoint presentation, the trainer introduces several ways in which governments can support labour market integration:

- Establishing national rules/guidelines on fair procedures, timelines and fees;
- Promoting international co-operation in dealing with migration and labour market integration measures;
- Appointing state agencies and information/job centres to promote the recognition of skills and qualifications and to deliver other specific measures;
- Providing information on labour market access requirements, laws and rules, as well as on dedicated institutions and profession-based courses and other available measures; and
- Designing services to combat barriers and obstacles to labour market integration.

Such measures might apply all workers in the country (including migrants), or be dedicated specifically to certain categories of migrants, such as migrants with long-term residence and/or temporary or seasonal workers.

The trainer highlights that migration, especially in the case of seasonal workers, is often linked to precarious employment, and that migrants in general are more vulnerable to labour exploitation. Migrants' rights protection might, therefore, focus on work-related and social security rights. Special provisions in social security systems can reduce migrants' vulnerability and help them to adequately manage their risks. Similarly, measures such as labour inspection and providing all migrants with access to the labour court may help to tackle the labour exploitation of migrants.

State institutions can take the following measures to support migrants' labour market integration:

- Provide online access to information about the labour market and relevant conditions (such as access, procedures and employment conditions);
- Promote the skills development and vocational training of migrants (this can include language courses oriented to a particular vocation; orientation courses providing information on culture, the legal system and practical issues; and professional education and training);
- Reduce unemployment/improve the employability of migrants through state programmes, either in the receiving country, in the country of origin or through co-operation between the two countries.;
- Equalize the status of migrants and nationals, providing equal access to public services and providing migrants with the right to work and social security; and
- Address the labour market situation of specific groups, such as migrant women, migrant youth, irregular migrants and seasonal migrants.

The trainer goes on to highlight a few factors to be considered when developing policies to improve migrants' labour market integration:

- Ensuring co-ordination with existing policies and institutions;
- Accounting for labour market realities in the receiving state.;
- Recognizing the local context;
- Ensuring the adequate involvement of different actors (governmental and non-governmental) in a given national and local context;
- Identifying the level of professional expertise needed; and
- Calculating costs and evaluating available financial and other resources.

Overview of relevant good practices – group exercise

The trainer divides participants into two groups and directs them to the four descriptions of good practices contained in the *Trainee's Manual*. This can be done either by presenting the good practices in the PowerPoint presentation or asking participants to take five minutes to read and familiarize themselves with the examples.

The trainer distributes Handout 1a to one group and 1b to the other group, and asks them to complete the exercises. Group 1 is tasked with identifying the “pros” and “cons” of each example, and Group 2 is tasked with assessing factors to take into consideration when applying the good practice elsewhere. If relevant, the trainer can ask the participants to identify factors relevant to the context in their country.

The two groups then report back to the entire group; the trainer facilitates the discussion, adding observations and prompting learning points where relevant, and then wraps up the session.

**MODULE 5, HANDOUT 1A: GOOD PRACTICES
IN MIGRANT LABOUR MARKET INTEGRATION**

GROUP 1

Name the “pros” and “cons” for each good practice example contained in the *Trainee’s Manual*.

| GOOD PRACTICE No. 1 | |
|---------------------|------|
| PROS | CONS |
| 1. | 1. |
| 2. | 2. |
| 3. | 3. |
| 4. | 4. |

| GOOD PRACTICE No. 2 | |
|---------------------|------|
| PROS | CONS |
| 1. | 1. |
| 2. | 2. |
| 3. | 3. |
| 4. | 4. |

| GOOD PRACTICE No. 3 | |
|---------------------|------|
| PROS | CONS |
| 1. | 1. |
| 2. | 2. |
| 3. | 3. |
| 4. | 4. |

| GOOD PRACTICE No. 4 | |
|---------------------|------|
| PROS | CONS |
| 1. | 1. |
| 2. | 2. |
| 3. | 3. |
| 4. | 4. |

**MODULE 5, HANDOUT 1B: GOOD PRACTICES IN
MIGRANT LABOUR MARKET INTEGRATION**

GROUP 2

Identify the factors that need to be taken into consideration before adopting each good practice in another state/in your country.

GOOD PRACTICE No. 1 – Adaptation factors

1. _____
2. _____
3. _____
4. _____
5. _____

GOOD PRACTICE No. 2 – Adaptation factors

1. _____
2. _____
3. _____
4. _____
5. _____

GOOD PRACTICE No. 3 – Adaptation factors

1. _____
2. _____
3. _____
4. _____
5. _____

GOOD PRACTICE No. 4 – Adaptation factors

1. _____
2. _____
3. _____
4. _____
5. _____

SESSION 3: MIGRANT SELF-EMPLOYMENT, AND POTENTIAL BARRIERS AND MEASURES FACILITATING MIGRANT ENTREPRENEURSHIP

Suggested duration: 30 minutes

| | |
|-----------------------------------|---|
| Content | Potential barriers Possible positive impacts of migrant entrepreneurship Two types of policies and measures Types of measures References to the literature on selected good practices |
| Methodology | Success story analysis – group work, trainer's presentation and video |
| Materials for the trainer | Video PowerPoint presentation |
| Materials for participants | Success story contained in the <i>Trainee's Manual</i> |

GROUP EXERCISE ON THE BENEFITS OF ENTREPRENEURSHIP IN OVERCOMING POTENTIAL BARRIERS TO THE LABOUR MARKET

The trainer asks participants to review the success story on migrant entrepreneurship provided in the *Trainee's Manual*, and divides them into two groups. The groups are given ten minutes to discuss and answer the following questions:

- Group 1: "Why did the migrant decide to run their own business?"
- Group 2: "Why promote migrant entrepreneurship and self-employment?"

If needed, the trainer makes additional comments to highlight key points, and then presents the potential responses to the two questions via the PowerPoint presentation.

Question 1: "Why did the migrant decide to run her/his own business?"

Potential answers include:

- S/he didn't speak the language well enough (language and cultural barriers);
- No one would give her/him the job he wanted (inequalities in access to the labour market/ the potential for discrimination);
- Employers did not recognize her/his qualifications (a lack of qualification recognition);
- S/he lacked local experience and knowledge (a lack of experience in the receiving country);
- Limited sources of funding; and
- A lack of local networks.

Question 2: "Why promote migrant entrepreneurship and self-employment?"

- Migrants are often more likely to run their own business than locals.
- Migrants create their "own" jobs: Taking the initiative into their hands can give them a sense of empowerment and independence.
- Migrant entrepreneurship provides an income for people with a limited grasp of the state language and other receiving country norms.
- It provides an income for larger families involved in family businesses.
- Migrant entrepreneurship can include the participation of a number of highly-skilled professional migrants whose earnings might be high.

- It can provide opportunities for various people – including clients, officials and business partners – to interact.
- It provides goods and services that might not exist or be otherwise limited.
- It may generate additional employment.
- It can promote business co-operation with countries of origin and globally.

Types of policies and measures to support migrant entrepreneurship

Using the PowerPoint presentation, the trainer introduces the two main directions that policies and measures to support migrant entrepreneurship can take:

I. MIGRANT COMMUNITY ORIENTED:

This policy direction is focused on developing the skills, capacities and awareness of migrant entrepreneurs, and can include the following measures:

- Conducting needs assessments;
- Matching people and institutions;
- Providing individual support, such as mentoring, coaching and/or group trainings that:
 - develop migrant entrepreneurs' business skills and knowledge; and
 - include information on success stories, objectives, success indicators, developing ideas, mobilizing resources, financial literacy, business planning and management, and coping with risks.
- Providing networking opportunities;
- Offering legal and regulatory advice;
- Creating feedback and consultation mechanisms;
- Developing language and culture competences; and
- Monitoring and assessing the impact of such measures.

II. BUSINESS INSTITUTION ORIENTED

This policy direction is aimed at making business institutions inclusive and “migrant-friendly”, and can include the following measures:

- Liberalizing regulations and procedures;
- Establishing contact institutions and/or units;
- Holding trainings for business-related institutions;
- Conducting social campaigns to promote migrants' business activities;
- Promoting workplace diversity and diversity management;
- Providing access to finance; and
- Providing facilities.

The trainer plays the video on “Promoting and supporting migrant entrepreneurship – a study of best practices”, and ask participants to identify which of the measures mentioned in the video are migrant community oriented and which are more business institution oriented, encouraging them to take notes.

The video can be found at: <https://www.youtube.com/watch?v=VSgI-98p6qo>

After the video, the trainer invites participants to share their answers, guides their responses and, if needed, refers back to the relevant slides in the PowerPoint presentation.

The trainer then concludes the session and refers participants to the list of background resources contained in the *Trainee's Manual* for further reading and future reference.

MODULE 5: BACKGROUND RESOURCES

- Brickenstein, C., “Social protection of foreign seasonal workers: from state to best practice”, *Comparative Migration Studies*, 2015, <<https://doi.org/10.1007/s40878-015-0004-9>>.
- *Evaluation and Analysis of Good Practices in Promoting and Supporting Migrant Entrepreneurship. Guide book* (Luxembourg: Publications Office of the European Union, 2016), <https://ec.europa.eu/easme/sites/easme-site/files/documents/guide_book_promoting_and_supporting_migrant_entrepreneurship.pdf>.
- Facet, T., “Examination and Evaluation of Good Practices in the Promotion of Ethnic Minority Entrepreneurs”, European Commission Brussels, 2008, <http://ec.europa.eu/growth/content/good-practices-promotion-ethnic-minority-entrepreneurs-o_en>.
- International Organization for Migration (IOM), “Labour Migration”, <<https://www.iom.int/labour-migration>>..
- International Labour Organization (ILO), “Good practices database – Labour migration policies and programmes”, <<http://www.ilo.org/dyn/migpractice/docs/280/LMIS.pdf>>.
- Eichhorst, W. et al., “The Integration of Migrants and its Effects on the Labour Market, Research Report No. 40”, IZA Research Report No. 40 based on a study conducted for the European Parliament, 2011, <http://legacy.iza.org/en/webcontent/publications/reports/report_pdfs/iza_report_40.pdf>.
- Organisation for Economic Co-operation and Development, “Migration”, <<http://www.oecd.org/migration>>.
- OSCE, “Migration”, <<http://www.osce.org/migration>>.
- OSCE, “Publications and Tools on Labour Migration Management”, <<http://www.osce.org/publications/migration>>.

To support participating States with formulating labour migration policies and capacity building, the OSCE Office of the Co-ordinator of OSCE Economic and Environmental Activities (OCEEA), together with partner organizations, has produced a number of key tools and instruments.

- *Factsheet: Migration governance* (Vienna: OSCE, 2016), <<https://www.osce.org/resources/factsheets/migration>>.
- *Towards Evidence-based Migration Policy* (Vienna: OSCE, 2014), <<https://www.osce.org/secretariat/133131>>.
- *Training Modules on Labour Migration Management – Trainer’s Manual* (Vienna: OSCE, 2012), <<https://www.osce.org/eea/92572>>.
- *Gender and Labour Migration Trainer’s Manual* (Vienna: OSCE, 2012), <<https://www.osce.org/eea/67967>>.

- *Guide on Gender-Sensitive Labour Migration Policies* (Vienna: OSCE, 2009) <<https://www.osce.org/secretariat/37228?download=true>>.
- *Report: Strengthening Migration Governance* (Vienna: OSCE, 2009), <<https://www.osce.org/eea/72021>>.
- *Handbook on Establishing Effective Labour Migration Policies, Mediterranean edition* (Vienna: OSCE, 2007), <<https://www.osce.org/eea/29630>>.
- *Handbook on Establishing Effective Labour Migration Policies in Countries of Origin and Destination* (Vienna: OSCE 2006), <<https://www.osce.org/eea/19242>>.

**MODULE 6:
MIGRANTS' ACCESS TO
HOUSING AND SOCIAL SERVICES**

MODULE 6: TRAINER'S INSTRUCTIONS

Suggested total duration: 2 hours 45 minutes

| Suggested duration | Session |
|--------------------|---|
| 75 min. | Session 1: The right to housing and forms of discrimination in the context of housing and social services |
| 90 min. | Session 2: Migrants experiences of housing and the role of social services in migrant integration |

AIMS OF MODULE 6:

- Provide participants with an understanding of the international legal framework protecting the right to housing;
- Familiarize participants with the right to non-discrimination and the different forms of discrimination experienced by migrants when accessing housing;
- Raise participants' awareness of the various forms of housing available to migrants;
- Help participants understand the particular challenges facing migrants in accessing and occupying adequate housing;
- Help participants understand migrants' vulnerability to homelessness, including hidden homelessness;
- Increase participants' knowledge of good practices in relation to combating discrimination and harassment in housing; and
- Raise participants' awareness of the broader role of social services in migrant integration.

SESSION 1: THE RIGHT TO HOUSING AND FORMS OF DISCRIMINATION IN THE CONTEXT OF HOUSING AND SOCIAL SERVICES

Suggested duration: 75 minutes

| | |
|-----------------------------------|--|
| Content | Concept of an adequate standard of living and the international legal framework Protection of the right to housing and the concept of non-discrimination in the context of housing and social services Forms of discrimination in the context of housing and social services |
| Methodology | Trainer presentation Group discussions |
| Materials for the trainer | PowerPoint presentation White board |
| Materials for participants | <i>Trainee's Manual</i> Module 6, Handout 1 Module 6, Handout 2 |

INTRODUCTION

The trainer outlines the contents of Module 6, noting that the following topics will be covered:

- Adequate housing as a component of the right to an adequate standard of living and the right to non-discrimination;
- Private housing and various forms of public housing;
- Discrimination in the allocation of housing and during occupancy;
- Vulnerability to homelessness, including hidden homelessness;
- Addressing discrimination in public housing; and
- The role of social services in migrant integration.

Note: Trainers must be aware that the issue of resource allocation could arise. Some participants may feel strongly about prioritizing the needs of locals, or about the non-availability of adequate housing for all. In such cases, it is recommended that trainers remind participants of the aims of the training course – to learn about the international legal frameworks, best practices and existing commitments made by OSCE participating States in the field of migrant integration. It may be useful to emphasize that, while important and relevant, the question of resource allocation is a matter of national policy.

GROUP EXERCISE ON THE CONCEPT OF AN ADEQUATE STANDARD OF LIVING

Before discussing the relevant international legal framework, the trainer encourages the participants to explore the concept of an adequate standard of living as it applies in their countries through a group exercise.

The trainer distributes copies of Module 6, Handout 1 to each group, and asks them to spend five minutes discussing the following questions:

- What do you believe are the key components of an adequate standard of living?
- What does a human being need for everyday subsistence?
- What do you think “adequate” should cover?
- How should that standard be measured?

After five minutes, the group should nominate a representative to provide feedback to the trainer. The feedback can be written on a white board so that all participants can see the various responses. The trainer comments on the groups’ answers to the questions, guides the discussion to issues that may have been overlooked and ensures that the following key aspects of the right to an adequate standard of living are noted:

- That everyone shall enjoy the necessary subsistence rights: adequate food and nutrition, clothing, housing and the necessary conditions of care when required;
- In material terms, an adequate standard of living implies living above the poverty line of the society concerned, that is, the ability to buy a minimum standard of nutrition and ability to meet the cost of participating in the everyday life of society; and
- “Adequate” is context specific – it will be determined by prevailing social, economic, cultural, climatic, ecological and other conditions.

TRAINER PRESENTATION ON THE INTERNATIONAL LEGAL FRAMEWORK

Using the PowerPoint, the trainer presents the international legal framework on the right to an adequate standard of living. The trainer should reference the key international legal instruments relevant to this right, in particular:

Article 25(1) of the Universal Declaration of Human Rights (UDHR):

“Everyone has the right to a standard of living adequate for the health and well-being of himself and his family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control.”

Article 11(1) of the United Nations International Covenant on Economic, Social, Cultural Rights (ICESCR):

“The States Parties to the present Covenant recognize the right of everyone to an adequate standard of living for himself and his family, including adequate food, clothing and housing, and to the continuous improvement of living conditions. The States Parties will take appropriate steps to ensure the realization of this right, recognizing to this effect the essential importance of international co-operation based on free consent.”

The right to an adequate standard of living encompasses a right to adequate housing. Access to secure housing and land is seen as a prerequisite for human dignity.

There are specific and explicit protections of the right to housing in international law, including in Article 25(1) of the UDHR and Article 11 of the ICESCR.

The United Nations Committee on Economic, Social and Cultural Rights (UNCESCR) is an international body of 18 independent experts that monitors the implementation of the ICESCR, and also provides guidelines on the scope and application of these economic, social and cultural rights.

In particular, the committee has recognized that the human right to adequate housing is central to the enjoyment of all economic, social and cultural rights.⁸

Full details of the legal framework, relevant standard and key legal instruments are expanded on in the relevant sections of the *Trainee's Manual*.

TRAINER PRESENTATION ON THE RIGHT TO HOUSING

With reference to the earlier group discussion on what constitutes an adequate standard of living, the trainer underscores that the right to housing is part of the right to an adequate standard of living: access to secure housing and land is seen as a prerequisite for human dignity.

The trainer opens up the discussion to participants, inviting them to share what, if any, protections they are aware of for the right to housing in their national context. The trainer explains that the protections may relate to overarching domestic legal protections, protections in the private rental sector, protections available to homeowners or social housing occupants and the available rights of redress. Participants' responses should be written on a white board visible to the entire group. This discussion is designed to contextualize the discussion on the right to housing.

Using the PowerPoint presentation, the trainer then explains the overarching international legal framework, including the concept of "progressive realization", which obliges states to realize the right to housing within the shortest time possible and with the maximum available resources. As such, in some respects the concept of progressive realization limits the effectiveness of the right to housing, which is not an absolute right. The trainer may refer participants to the relevant section of the *Trainee's Manual* and to the resources provided that further explain this concept.

The trainer then sets out seven positive characteristics of the right to housing, explaining what each characteristic covers and noting the relevance of each to migrants.

The trainer can then return the discussion to participants' national context, referring back to the comments collected on the white board. Where relevant, the trainer might then prompt a discussion on the extent to which national-level provisions fulfil the international legal obligations on the right to housing.

8 UN Committee on Economic, Social and Cultural Rights, "General comment No. 4: the Right to Adequate Housing (Art. 11(1) of the Covenant)", 13 December 1991, < <http://www.refworld.org/pdfid/47a7079a1.pdf>>.

Migrants and homelessness

The trainer should also use this opportunity to point out that migrants are often more vulnerable to homelessness, including hidden homelessness. If available, the trainer provides national or local data on migrant homelessness, providing the definition of hidden homelessness as that of people who live “temporarily with others but without guarantee of continued residency or immediate prospects for accessing permanent housing”.

Gender aspects of housing insecurity

The trainer should take the opportunity to highlight the fact that migrant women often face a greater risk of precarious housing conditions, including homelessness. Migrant women are over-represented among those with a dependent residency status, which often results in restrictions on their access to public funds and services. Consequently, migrant women may not be in a position to access the temporary housing provided for victims of domestic violence or, if they are able to leave abusive partners, may become homeless.

TRAINER PRESENTATION ON THE LEGAL FRAMEWORK IN RELATION TO NON-DISCRIMINATION IN THE CONTEXT OF HOUSING AND SOCIAL SERVICES

Using the PowerPoint presentation, the trainer underscores Article 1 of the Universal Declaration of Human Rights: “All human beings are born free and equal in dignity and rights. They are endowed with reason and conscience and should act towards one another in a spirit of brotherhood.”

The trainer explains the prohibition on discrimination, including in relation to economic, social and cultural rights and, if relevant, mentions the specific protections that apply to OSCE participating States that are members of the European Union (more information on this subject is provided in the *Trainee's Manual*).

GROUP EXERCISE ON THE TYPES OF DISCRIMINATION IN THE CONTEXT OF HOUSING AND SOCIAL SERVICES

Using the PowerPoint presentation, the trainer highlights the types of discrimination often encountered in relation to housing and social services, explaining that experiences of discrimination can be very variable. The trainer explains that discrimination can be categorized as direct, indirect or structural.

The trainer divides participants into groups and distributes copies of Module 6, Handout 2 to each group. The trainer again summarizes the forms of discrimination as set out in the handout, and explains the task: to give real-life examples (in the context of housing, if possible) of each type of discrimination. To assist participants, the trainer might provide her/his own example for each type of discrimination. Depending on the amount of time available and the level of knowledge of the group, it may be appropriate to ask each group for one example. After giving the groups time for discussion, the trainer collects the groups' examples and writes them up on the white board under each heading.

The trainer summarizes the material covered during the session, fields any questions from participants and concludes the session with the final PowerPoint slide to highlight key points.

**MODULE 6, HANDOUT 1:
WHAT IS AN ADEQUATE STANDARD OF LIVING?**

WHAT IS AN ADEQUATE STANDARD OF LIVING?

In small groups, discuss the following questions:

- What do you believe are the key components of an adequate standard of living?
- What does a human being need for everyday subsistence?
- What do you think “adequate” should cover?
- How should that standard be measured?

Please provide your answers to the trainer.

MODULE 6, HANDOUT 2: FORMS OF DISCRIMINATION

FORMS OF DISCRIMINATION

This session has covered three forms of discrimination, summarized below. Migrants experience each of these forms, including in relation to housing.

Working in pairs, consider any concrete examples of each form of discrimination that you are aware of. Prepare a short summary describing the example.

- **Direct discrimination:** where a minority person or household is subject to disadvantaged treatment compared to that of the citizens of a country.

- **Indirect discrimination:** where regular or normal housing practices, requirements or conditions adversely impact minority households.

- **Structural discrimination:** in relation to housing, this occurs where a disadvantage in some aspect of material conditions or policies adversely impact minority groups' housing choices and opportunities.

Please provide your examples to the trainer.

SESSION 2: MIGRANTS EXPERIENCES OF HOUSING AND THE ROLE OF SOCIAL SERVICES IN MIGRANT INTEGRATION

Suggested duration: 90 minutes

| | |
|-----------------------------------|---|
| Content | Types of public and private housing Migrants' experiences of housing and discrimination Measures to address discrimination and harassment in public housing Role of social services in migrant integration |
| Methodology | Video followed by discussion Trainer presentation Group work Quiz |
| Materials for the trainer | PowerPoint presentation White board |
| Materials for participants | <i>Trainee's Manual</i> Module 6, Handout 3 Module 6, Handout 4 |

TRAINER PRESENTATION ON THE TYPES OF PUBLIC AND PRIVATE HOUSING

If necessary, the trainer briefly summarizes the material covered in the previous session, focusing in particular on the discussion of the right to housing and the right to non-discrimination, fielding and responding to any questions from participants.

The trainer then introduces the second session, noting that it is focused on the practical application of the right to housing and considers policy measures that might address any shortcomings in relation to migrants' access to adequate housing.

Using the PowerPoint presentation, the trainer explains the various types of housing available in the private and public sectors, prompting a discussion of the most prevalent types in participants' countries.

GROUP EXERCISE ON MIGRANTS AND THEIR EXPERIENCE OF HOUSING

The trainer introduces participants to a group task that invites them to step into the shoes of a newly arrived migrant and explore the various challenges he or she might face on arrival and in the following years, especially with regard to accessing adequate housing. The trainer distributes Module 6, Handout 3, which sets out a scenario and various questions for participants to consider in pairs.

The task is designed to get participants to think in practical terms about the challenges faced by a migrant when trying to secure adequate housing. The issues that are expected to arise are relevant to the discussion of examples of discrimination that follows.

Below are the questions participants are asked to discuss and some points that may be useful for the trainer in reviewing and discussing their responses.

- *Where are Alain and his family likely to live for the first year? What will the conditions be like and what difficulties might the family face?* Initially, the family are likely to live in overcrowded accommodation with extended family members. This accommodation may be insecure, as they are unlikely to have a formal lease with the landlord and, as such, will not enjoy any rights as tenants. If the landlord is not aware of their presence or does not give permission for them to reside in the apartment, their housing position is precarious and unstable. Without a lease, the family may face difficulties obtaining written proof of their address. This may be required in order to register their children in schools or childcare facilities, access medical services and apply for training opportunities or welfare benefits.
- *What types of alternative accommodation may the family be able to access? Do you think the family will face any particular difficulties securing alternative accommodation and what might these difficulties be?* As newly arrived migrants, the family are unlikely to be eligible for any type of social housing (assuming they face no specific vulnerabilities). They will most likely seek access to alternative accommodation through the private rental sector. There may be outright discrimination with landlords refusing to offer a tenancy to a migrant family, or there may be the imposition of discriminatory surcharges that make many tenancies unaffordable. The family may face difficulties because of a lack of affordable rental accommodation. The family may be obliged to accept substandard accommodation. Difficulties accessing social housing and home ownership may also come up in the discussion.
- *Who can Alain approach for support and assistance in relation to housing?* The types of support available are likely to be country and context-specific, but might include: the housing section of the local government office, social services, estate agents, online resources, community groups, non-governmental organizations working on housing rights, information centres or advice services, tenancy rights bodies, equality authorities, independent law centres or the ombudsman's office, among others.
- *Consider what the family's housing situation may be five years and ten years after their arrival in the country.* The family's eligibility to be placed on a social housing list or to access housing benefits or subsidies may be relevant at this point. There may be discussion of the broader elements of integration.

TRAINER PRESENTATION ON MIGRANTS' EXPERIENCES OF DISCRIMINATION IN RELATION TO HOUSING

The trainer invites participants to identify any discrimination that Alain and his family might have experienced based on the scenario. The trainer can then expand on and go through the examples of discrimination included in the PowerPoint presentation (as well as relevant material contained in the *Trainee's Manual*). The examples are categorized as those experienced in the private rental sector, those relating to social housing and those relevant to structural discrimination. There should be some overlap with the group discussion in the previous session.

Examples of discrimination in migrant access to adequate private housing include:

- **Access:** The landlord's refusal to accept a migrant as a tenant, or the exclusion by a landlord of migrants citing reasons other than their migrant status.
- **Financial:** The imposition of additional financial and/or administrative conditions on a prospective migrant tenant that make private rental accommodation inaccessible or unaffordable ("discriminatory surcharges").
- **Standards:** The provision of substandard rental accommodation to migrants, thereby exploiting their financial/legal position and their limited knowledge/capacity to pursue remedies.

Examples of barriers to migrants accessing social housing include:

- Difficulties completing social housing application
- Residency requirements
- Time on social housing list
- Prioritization on a social housing list
- Application of a quota policy
- Differential provision of homeless or emergency accommodation

Structural challenges that disproportionately affect migrants broadly relate to the availability of finance and broader socio-economic deprivation.

Intersectional discrimination

Note: The trainer should highlight that access to adequate housing not only cuts across ethnic lines, but also across class and gender. Migrants may be exposed to several forms of discrimination simultaneously, including socio-economic and gender discrimination.

In particular, migrant women very often face intersectional discrimination, that is, discrimination on the basis of their gender and their migrant status, among other characteristics. Migrant women are likely to encounter gender discrimination in laws, customs and practices related to housing, such as discriminatory practices with respect to property and inheritance. Meanwhile, ethnic segregation is a particular problem in relation to housing. Research has shown that ethnic minority groups are often highly concentrated in metropolitan regions, especially in poorer parts of the social housing sector. There is a significant risk of marginalization and stigmatization arising from such segregation. Therefore, when applying quota schemes, particular attention and consideration should be given to how social housing is allocated, with the aim of reducing the risk of marginalization and stigmatization of migrants and specific ethnic minority groups, such as Roma and Sinti, and in order to prevent discrimination.

GROUP EXERCISE ON POLICIES TO ADDRESS DISCRIMINATION AGAINST MIGRANTS

The trainer explains that a very wide range of measures can be employed to address discrimination against migrants in relation to housing. The trainer then distributes Module 6, Handout 4, which contains three case studies of different housing policies designed to address various forms of discrimination. Each policy was applied in an OSCE participating State. The trainer divides participants into three groups, and each group is allocated one case study and asked to review the material and critically assess the policy. The groups are then asked to provide feedback on the strengths and weaknesses of the policy, whether or not it could be applied in their country and how it might be developed or tweaked for application in the national context. Each case study includes specific questions for participants to answer.

TRAINER PRESENTATION ON MEASURES TO ADDRESS DISCRIMINATION IN PUBLIC HOUSING

The trainer explains that measures to address discrimination and/or harassment may be put into four broad categories: legal or regulatory; government strategy and policy; specific housing projects; and remedies and redress. Using the PowerPoint presentation, the trainer describes each category and takes participants through the measures listed below (also detailed in the *Trainee's Manual*).

- Legal or regulatory:
 - A clear national legal framework that protects the right to housing and the right to non-discrimination in the access to and during occupancy of private and public housing.
 - Appropriate enforcement mechanisms provided for in legislation, with sufficient penalties, so that enforcement mechanisms are effective deterrents against discrimination in relation to housing.
 - Powers of regulation provided for in the legal framework, and the effective monitoring of the effectiveness of the legal framework.
 - The creation and sufficient financing of an independent regulatory body to monitor and assist in enforcing the legal framework, for example, through the office of the ombudsman, a quasi-judicial tribunal or an appeals body.
 - Regional co-operation and the formation of regional pacts or declarations to reinforce national legislative commitments to counter discrimination.
- Government strategy and policy:
 - Institutional arrangements within government to carry forward policies, such as the creation of a specific government department of integration with a mandate to promote and co-ordinate policy responses across government departments.
 - The preparation of and commitment to a “diversity, equality and inclusion charter” for use across government departments and statutory public bodies, including local government, involved in housing provision and policy implementation.
 - The preparation and dissemination of practical toolkits and codes of practice for use in government departments and statutory bodies involved in migrant integration and housing provision.
 - The training of government and local government staff on the right to non-discrimination and integration, including in relation to housing provision.
 - The creation of migrant policy forums or networks where policymakers can consult with migrants and organizations representing migrants.

- The decentralization of resources to local government departments responsible for providing migrants with housing, so as to match any devolution of responsibilities from central government related to integration.
- Equality-testing of integration and related policies, including those relating to poverty reduction, gender equality and other areas that may intersect with housing.
- Specific housing projects focused on the provision of housing and improved access:
 - The provision of multi-lingual information services at the earliest stage of a migrant's integration journey.
 - Campaigns and awareness-raising activities to challenge discriminatory practice and draw attention to the available conditions, rights and opportunities to combat discrimination in relation to housing.
 - Mentoring schemes for newly arrived migrants to assist with their integration and access to appropriate and adequate housing.
 - Measures to enhance access to home ownership, including private finance initiatives, affordable housing schemes and measures to prevent housing speculation, for example.
 - Measures to address the specificities of homelessness among migrants.
 - Improving access to rent subsidies and housing allowances for migrants to ensure their provision on a non-discriminatory basis.
 - The reduction of discriminatory barriers to equality of access or choice in social housing, including eliminating negative eligibility criteria, so that migrants can access social housing lists.
 - The reviewing and re-drafting of prioritization criteria for social housing to expressly promote migrant integration through adequate housing provision.
 - The provision of adequate and culturally appropriate short-term or emergency accommodation to migrants, with access to intensive move-on supports and links to other activities that enhance early integration.
 - Expanding social housing provision to include the development of culturally sensitive housing schemes reflecting the distinctive needs of varying migrant groups; the use of renewal or regeneration schemes, mindful of the risk of segregation or marginalization, with a focus on strengthening freedom of choice in migrants' access to adequate housing.
- Remedies and redress:
 - The provision of mediation, arbitration or conflict resolution services.
 - Ensuring the availability of intercultural facilitators and accessible interpretation services.
 - Developing an accessible, transparent and fair complaints system that follows a codified procedure.
 - Enhanced links with other relevant persons/bodies, for example the police, residents' groups, health services, local community groups and social services.

After going through the measures from each category, the trainer asks participants whether any of these policies are in operation in their countries, and how effective they have been in addressing housing discrimination.

TRAINER PRESENTATION AND BRAINSTORMING SESSION ON THE ROLE AND PLACE OF SOCIAL SERVICES IN MIGRANT INTEGRATION

The trainer asks participants to brainstorm the various forms of social services that may be available to migrants in their countries, and writes up their responses on the white board. The forms may include: provision of social security, healthcare, childcare, education, training, language classes, cultural events and community groups.

The trainer asks participants to what extent these services are provided by non-governmental organizations and similar structures, or to what extent such structures act as mediators in the provision of services. These questions are intended to encourage participants to consider the broader context of integration beyond the issue of housing.

Using the PowerPoint presentation, the trainer presents the role of social services in migrant integration, noting the importance of a socially inclusive approach to migrant integration. The trainer focuses on the key social services mentioned in the PowerPoint presentation, such as social security, healthcare and education, and takes the group through the particular difficulties a migrant may have in accessing each service.

The trainer concludes by noting the challenges that social services may face in meeting the needs of migrants, and discusses ways to overcome some of these challenges. The trainer then refers participants to the *Trainee's Manual* for more detailed information on these issues.

QUIZ ON MODULE 6, SESSION 2, WITH A FOCUS ON POLICY RESPONSES

The trainer distributes Module 6, Handout 5 (a quiz) and divides participants into competing teams, if appropriate. The trainer then gives participants seven to ten minutes to complete the quiz, collects their answers and, if appropriate, has the quizzes marked by different teams.

CONCLUSION

Using the PowerPoint presentation, the trainer summarizes the materials covered during the session, and fields any questions from participants.

The trainer then refers participants to the list of background resources contained in the *Trainee's Manual* for further reading and future reference.

MODULE 6, HANDOUT 3: A MIGRANT'S HOUSING JOURNEY

A MIGRANT'S HOUSING JOURNEY

Alain will be arriving in participating State XYZ next week, together with his wife and young child. Alain is coming to study the local language and take up work to help support himself and his family. Alain's language skills are relatively good, but his wife's skills are very limited. Alain's brother has lived in State XYZ for the past five years and lives in a two-bedroom rented apartment with his wife and two children. Alain intends to stay with his brother when he arrives, but hopes to find alternative accommodation soon after.

In pairs, map out Alain's "housing journey" as a newly arrived migrant. Consider the following questions:

- Where are Alain and his family likely to live for the first year? What will the conditions be like and what difficulties might the family face?
- What types of alternative accommodation may the family be able to access? Do you think the family will face any particular difficulties in securing alternative accommodation, and what might these difficulties be?
- Who can Alain approach for support and assistance in relation to housing?
- Consider what the family's housing situation may be five years and ten years after arrival in State XYZ.

Once you have completed the questions, please relay your answers to the trainer.

MODULE 6, HANDOUT 4: HOUSING POLICY CASE STUDIES

CASE STUDY 1

In the United Kingdom, social housing providers and all local government authorities are required to comply with an “equality duty”, which is set out in the Equality Act 2010. This obliges them to adopt measurable equality objectives, including in relation to housing. Local government and social housing organizations are obliged to develop housing strategies that promote race equality and minority ethnic participation, and to evaluate any housing policy to ensure it does not reproduce discriminatory behaviour.

Consider the following questions in relation to the anti-discrimination measure described above:

- In what way is this measure trying to address discrimination?
- How effective do you think this approach would be?
- What might be the difficulties or shortcomings of such an approach?
- What policy measures might be needed alongside this to ensure the policy is effective?

CASE STUDY 2

In Vancouver, Canada, a housing strategy has been introduced that levies a tax on empty homes, introduces a differential property tax on luxury residential housing and a speculation tax, and that restricts property ownership by non-permanent residents.

Consider the following questions in relation to these housing measures:

- What are each of these measures aiming to achieve?
- How would these measures affect migrants?
- Are the measures likely to address discrimination against migrants in relation to housing?

CASE STUDY 3

In the Netherlands, a project in relation to neighbourhood management has been introduced that provides for neighbourhood research, arbitration, support for newcomers, a complaints system and migrant and ethnic minority mediators to assist in dispute resolution.

Consider the following questions in relation to this project:

- What might be the strengths and weaknesses of this project?
- Is the project likely to assist with reducing harassment in the occupation of housing?
- What groups or actors would be needed to ensure the project's operation and effectiveness?
- Would such a project be workable in the national context?

MODULE 6, HANDOUT 5: QUIZ

1. What are the key elements to an adequate standard of living?
2. Identify two instruments of international law that protect the right to housing.
3. What are the seven positive characteristics of the right to housing?
4. What does progressive realization of the right to housing mean?
5. How many countries have a constitution that protects the right to housing?
6. What are the three forms of discrimination in relation to housing?
7. Give an example of a migrant's experience of direct discrimination in relation to housing.
8. Provide four examples of measures to address discrimination in migrants' access to adequate housing.
9. Describe three challenges a migrant may face when trying to access social security.
10. In what ways can social services support migrant integration?

MODULE 6: BACKGROUND RESOURCES

- UN General Assembly, “Universal Declaration of Human Rights” (UDHR), 10 December 1948, <http://www.un.org/en/udhrbook/pdf/udhr_booklet_en_web.pdf>.
- UN General Assembly, “International Covenant on Economic, Social and Cultural Rights” (ICESCR), 16 December 1966, <<https://www.ohchr.org/EN/ProfessionalInterest/Pages/CESCR.aspx>>.
- European Council, “Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin”, <<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32000L0043:en:HTML>>.
- European Parliament (et al.), “Charter of Fundamental Rights of the European Union”, 18 December 2000, <http://www.europarl.europa.eu/charter/pdf/text_en.pdf>.
- Council of Europe, “The European Social Charter”, <<https://www.coe.int/en/web/turin-european-social-charter>>.
- Council of Europe, “European Convention on the Protection of Human Rights and Fundamental Freedoms”, 3 September 1953, <https://www.echr.coe.int/Documents/Convention_ENG.pdf>.

Reports and other relevant materials:

- UN Committee on Economic, Social and Cultural Rights, “General comment No. 4: the Right to Adequate Housing (Art. 11(1) of the Covenant)”, 13 December 1991, <<http://www.refworld.org/pdffd/47a7079a1.pdf>>.
- “Report of the Special Rapporteur on adequate housing as a component of the right to an adequate standard of living, and on the right to non-discrimination in this context”, UN General Assembly, 15 January 2018, <<http://www.ohchr.org/EN/Issues/Housing/Pages/HousingIndex.aspx>>.
- European Commission, “Common Basic Principles for Immigrant Integration”, <<https://ec.europa.eu/migrant-integration/librarydoc/common-basic-principles-for-immigrant-integration-policy-in-the-eu>>.
- “Report of the Special Rapporteur on adequate housing as a component of the right to an adequate standard of living, and on the right to non-discrimination in this context”, UN General Assembly, 13 February 2013, <http://www.ohchr.org/Documents/HRBodies/HRCouncil/RegularSession/Session22/A.HRC.22.46.Add.3_English.pdf>.
- Bosswick, W. et al., “Housing and Integration of migrants in Europe”, *Cities for Local Integration Policy*, 2007, <<https://www.eurofound.europa.eu/publications/report/2007/quality-of-life-social-policies/housing-and-integration-of-migrants-in-europe>>.

- “Quality of life in Europe: Quality of society and public services”, Eurofound, 2013, <<https://www.eurofound.europa.eu/publications/executive-summary/2013/quality-of-life-social-policies/quality-of-life-in-europe-quality-of-society-and-public-services-executive-summary>>.
- European Commission, “Policy measures to ensure access to decent housing for migrants and ethnic minorities”, 2005, <http://ec.europa.eu/employment_social/social_inclusion/docs/decenthousing_leaflet_en.pdf>.
- European Agency for Fundamental Rights, “Migrants, Minorities and Housing: Exclusion, Discrimination and Anti-Discrimination in 15 Member States of the European Union”, December 2005, <<http://fra.europa.eu/en/publication/2010/migrants-minorities-and-housing>>.
- “Social Housing and Integration of Immigrants in the European Union”, European Social Housing Observatory, Autumn 2007, <<http://www.housingeurope.eu/file/140/download>>.
- “Reception and Housing of Migrants and Refugees”, Report from the EU Urban Agenda Workshop, 16 February 2017, <<https://ec.europa.eu/futurium/en/content/working-conference-reception-and-housing-migrants-and-refugees-amsterdam-november-2016>>.
- “The Right to Housing in Ireland”, Mercy Law Resource Centre, May 2016, <http://www.mercylaw.ie/_fileupload/Right%20to%20Housing%20Report.pdf>.
- “Migrant Access to Social Security and Healthcare: Policies and Practice”, European Migration Network, 2014, <https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/networks/european_migration_network/reports/docs/emn-studies/emn_synthesis_report_migrant_access_to_social_security_2014_en.pdf>.
- “Know your Rights: A Guide for Migrants”, Migrants’ Rights Network, March 2018, <<https://migrantsrights.org.uk/wp-content/uploads/2018/03/Hostile-Environment-WEB-1.pdf>>.
- “Report of the Special Rapporteur on adequate housing as a component of the right to an adequate standard of living, and on the right to non-discrimination in this context”, UN General Assembly, Human Rights Council, Nineteenth Session, 26 December 2011, <http://www.ohchr.org/documents/issues/housing/A-HRC-19-53_en.pdf>.
- Kenna, P., “Housing Rights and Human Rights”, Feantsa, National University of Ireland, Galway, <<http://www.nuigalway.ie/media/housinglawrightsandpolicy/Housing-rights-and-human-rights.pdf>>.
- “Second Right to Housing Report: The Right to Housing in Comparative Perspective”, Mercy Law Resource Centre, March 2018, <http://www.mercylaw.ie/_fileupload/MLRC%20Second%20Right%20to%20Housing%20Report.pdf>.
- Maycock, P. et al., “Migrant Women and Homelessness: The Role of Gender-Based Violence”, *European Journal of Homelessness*, Vol, 6, No 1, August 2012, <<http://womenshomelessness.org/wp-content/uploads/2018/01/Migrant-women-and-homelessness.The-role-of-gender-based-violence.pdf>>.
- “Editorial: Protecting Migrant Women”, *The Lancet*, Vol. 3, January 2018, <[http://www.thelancet.com/pdfs/journals/lanpub/PIIS2468-2667\(17\)30244-X.pdf](http://www.thelancet.com/pdfs/journals/lanpub/PIIS2468-2667(17)30244-X.pdf)>.
- Migrants’ Rights Network, “Know your Rights: A Guide for Migrants”, March 2018, <<https://migrantsrights.org.uk/wp-content/uploads/2018/03/Hostile-Environment-WEB-1.pdf>>.
- Feantsa – the European Federation of National Organisations Working with the Homeless, “Migration and Homelessness”, <<https://www.feantsa.org/en/resources/resources-database?search=migration+and+homelessness&theme=Migration&type=Newsletter&year=>>>.



**MODULE 7:
PREVENTING AND ADDRESSING
RACISM, XENOPHOBIA,
DISCRIMINATION AND HATE
CRIME AGAINST MIGRANTS**

MODULE 7: TRAINER'S INSTRUCTIONS

Suggested total duration: 3 hours

| Suggested duration | Session |
|--------------------|--|
| 45 min. | Session 1: Racism, xenophobia and discrimination |
| 45 min. | Session 2: Manifestations of racism, xenophobia and discrimination affecting migrants |
| 45 min. | Session 3: Hate crime |
| 45 min. | Session 4: Preventing and addressing racism, xenophobia, discrimination and hate crimes targeting migrants |

AIMS OF MODULE 7:

- Provide an overview of racism, xenophobia, discrimination and hate crime against migrants;
- Review different manifestations of racism, xenophobia, discrimination and hate crime against migrants and understand their impact;
- Understand the impact of racism, xenophobia, discrimination and hate crime and their impact on migrant communities and
- Identify different responses to racism, xenophobia, discrimination and hate crime against migrants, including positive action, awareness-raising, monitoring and reporting and community liaison and engagement.

Note: This module is likely to elicit strong views and even heated debate. Some participants may hold and voice views that can be considered racist or informed by prejudice, and the trainer must not let such views go unchallenged; at the same time, the trainer must ensure that participants do not feel alienated. The issue of racism, xenophobia and discrimination is one which merits significant attention. This particular module is meant only as an introduction to these topics within the context of migrant integration. If the trainer feels the topic should be discussed in greater depth at a later stage, this should be noted as part of the training feedback.

SESSION 1: RACISM, XENOPHOBIA AND DISCRIMINATION**Suggested duration: 45 min**

| | |
|-----------------------------------|---|
| Content | Definitions of stereotypes, racism and xenophobia Public perception of migrants Awareness of the prevalence of stereotypes and stereotyping |
| Methodology | PowerPoint presentation Interactive group discussion |
| Materials for the trainer | PowerPoint Presentation |
| Materials for participants | <i>Trainee's Manual</i> |

GROUP DISCUSSION EXERCISE

The trainer divides participants into small groups and gives them five minutes to define the meaning of “stereotype”, asking if they know of stereotypes about their own country, region or city, whether they feel the stereotypes are true and how they think they came about.

After inviting each group to share their conclusions, the trainer then asks participants about public (and their own) perceptions about migrants in their societies, encouraging all participants to engage in the discussion.

TRAINER PRESENTATION

Using the PowerPoint presentation, the trainer discusses some of the more “typical” stereotypes about migrants that are commonly heard about migrants, and encourages participants to spot the contradictory logic in the last two stereotypes. The trainer then introduces the definition of a stereotype:

- A stereotype is an attitude or belief about a person or persons based on traits or characteristics they have or groups they belong to. Stereotypes affect all of us; some of the most common stereotypes, for example, are based on gender.
- Labelling is part of stereotyping and refers to the mental processes whereby people ascribe labels to others without any or little information of that person or group.

The trainer explains that all of us have stereotypes about individuals or groups. It is a quick way of forming judgements about different groups of people. The trainer picks one of their own traits or characteristics and asks participants what stereotypes people might have about them based on that trait or characteristic (avoid picking a characteristic attached to a stereotype that might be hurtful to others who share that characteristic).

The trainer explains that people apply stereotypes to others for characteristics other than those based on race, religion, nationality, ethnicity, gender, sexual orientation or disability. The trainer asks participants to list some of these characteristics and writes them on the flip chart. This list can include where people live, their physical appearance (such as hair colour, tattoos, size and weight), language or accent, or a person's occupation, pastimes, sports or hobbies, etc. The trainer asks participants what risks stereotypes pose to communities, regions and countries when they become more widespread, moving the discussion towards the links between stereotypes and racism.

Using the PowerPoint presentation, the trainer provides participants with the following description of racism and xenophobia:

- Whereas **racism** usually entails a distinction based on physical characteristics (phenotypes), **xenophobia** is based on the idea that the other is foreign to or originates from outside the community or nation. These forms of intolerance are often manifested in discrimination and discriminatory practices.
- Racism and xenophobia are often premised upon **stereotypes** that people hold or perceive of a particular group. These assumptions, based on external signifiers, tend to make people draw conclusions or generalizations that in many cases are wrong and broad oversimplifications.

The trainer notes that in some OSCE participating States there has been a recent emergence of anti-migrant racism targeting individuals on the basis of their migration status (including refugees, asylum-seekers and economic migrants), and that this is often combined with other forms of prejudice, such as that based on a person's race, religion or nationality.

The trainer explains the importance of promptly addressing racism and xenophobia as a means to prevent this behaviour from escalating into violent, aggressive acts against migrants.

Using the PowerPoint presentation, the trainer highlights the international legal standards in the field of racism, xenophobia and discrimination.

There are a number of core international standards relating to racism and xenophobia. Since 1945,⁹ international human rights law has progressively developed into a comprehensive corpus of legal standards that compels states to transpose and implement these standards into their respective domestic legal frameworks.¹⁰ The **Convention for the Elimination of all forms of Racial Discrimination** (CERD) was established in 1965 and was especially developed to combat racism and xenophobia and to advance the principles of equality and tolerance. These principles were further enhanced in Article 26 of the **International Covenant Civil and Political Rights** (1966).¹¹ Although CERD largely repeats the discrimination provisions of the covenants, its importance lies in states' recognition that discrimination needed to be addressed as a specific issue. By developing a comprehensive realm of jurisprudence on discrimination, states were provided with a stronger legal mechanism to combat racism, discrimination and xenophobia.

These United Nations conventions combating discrimination are further augmented by regional legislation and conventions, including:

- Article 14 of the European Convention for the Protection of Human Rights and Fundamental Freedoms (1950).
- Article 24 of the American Convention on Human Rights (1969).
- The European Union Directive on Racial Equality (EC/2000/43).

9 This began with the Charter of the United Nations in 1945 and, more specifically, with the Universal Declaration on Human Rights in 1948.

10 *The Core International Human Rights Treaties* (New York and Geneva: OHCHR, 2014), <http://www.ohchr.org/Documents/Publications/CoreInternationalHumanRightsTreaties_en.pdf>.

11 Weiwei, L., *Equality and Non-Discrimination Under International Human Rights Law* (The Norwegian Centre for Human Rights, 2014), <<http://www.corteidh.or.cr/tablas/ro8121.pdf>>.

The trainer highlights selected articles of the following international covenants that have specific relevance for racism and discrimination:

The **Universal Declaration of Human Rights** (UDHR) recognizes “the inherent dignity and of the equal and inalienable rights of all members of the human family”, and underscores that:

“Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.”

The **International Covenant on Civil and Political Rights** (ICCPR) obligates states to investigate violence committed against individuals and to discharge these duties without discrimination.

Article 2 of the ICCPR echoes the same principle of equality contained in the UDHR:

“Each State Party to the present Covenant undertakes to respect and to ensure to all individuals within its territory and subject to its jurisdiction the rights recognized in the present Covenant, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.”

Article 26 of the ICCPR requires equality before the law, equal protection of the law and protection from discrimination:

“All persons are equal before the law and are entitled without any discrimination to the equal protection of the law. In this respect, the law shall prohibit any discrimination and guarantee to all persons equal and effective protection against discrimination on any ground such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.”

The **Convention on the Elimination of all Forms of Discrimination (CERD)** represents the international standard for combating discrimination, and in Article 4(a) includes an obligation on states to punish racist violence by declaring:

“an offence punishable by law all dissemination of ideas based on racial superiority or hatred, incitement to racial discrimination, as well as all acts of violence or incitement to such acts against any race or group of persons of another colour or ethnic origin, and also the provision of any assistance to racist activities, including the financing thereof”.

The CERD also uses a broad interpretation of the concept of “race” as referring to groups of people considered distinct due to physical characteristics such as skin colour. Many people are unaware that “race” is a social construct, and has no basis as a scientific concept. For that reason, the use of the term “race” remains prevalent, and is used in international and national legal texts. Where there is no definition of race at the national level, it can be useful to refer to the definitions and explanations provided in international and regional instruments, such as CERD.

Article 1 of CERD defines the related term, “racial discrimination”, as follows:

“[T]he term ‘racial discrimination’ shall mean any distinction, exclusion, restriction, or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life.”

SESSION 2: MANIFESTATIONS OF RACISM, XENOPHOBIA AND DISCRIMINATION AFFECTING MIGRANTS

Suggested duration: 45 minutes

| | |
|-----------------------------------|--|
| Content | Manifestations of racism and xenophobia (including discrimination, direct and indirect discrimination, institutional discrimination and racial/ethnic profiling) Impact of racism and xenophobia on victims and communities |
| Methodology | Video followed by discussion Trainer presentation |
| Materials for the trainer | PowerPoint presentation |
| Materials for participants | <i>Trainee's Manual</i> |

VIDEO AND DISCUSSION

The trainer shows participants a video experiment from the Lithuanian Centre for Human Rights:

<https://www.youtube.com/watch?v=qNX1256eVw8>

The trainer then asks participants to share their reaction to the video, and facilitates a discussion on how they would have reacted had they been involved in a similar situation in their country.

The trainer informs the group that racism and xenophobia manifest in a variety of ways ranging from racist comments or gestures to violent expressions and acts of aggression.

TRAINER PRESENTATION

Using the PowerPoint presentation, the trainer then introduces the definition of intersectionality:

- **Intersectionality** is the interconnected nature of social categorizations such as race, class, sexual identity and gender as they apply to a given individual or group, regarded as creating overlapping and interdependent systems of discrimination or disadvantage.¹²

The trainer explains that the lines between racism, xenophobia and discrimination are increasingly blurred, as different categorizations, such as “migrant”, “Muslim” or “refugee”, are confused or conflated. The trainer explains that anti-migrant sentiment is often merged with racist and racialized views of minority groups, and that this results in an increase in the intersectional manifestations of racism, xenophobia, discrimination and hate crimes. The trainer explains that women are particularly affected by these intersectional manifestations, such as attacks on religiously observant Muslim women who are usually easily identifiable by their clothing.

Using the PowerPoint presentation, the trainer introduces participants to the various manifestations of racism and xenophobia, including direct and indirect discrimination, institutional discrimination and racial and ethnic profiling.

¹² Oxford English Dictionary entry on “Intersectionality”, <<https://en.oxforddictionaries.com/definition/intersectionality>>.

Definitions relating to discrimination

Discrimination refers to “a different treatment to others in a similar position or situation because of a person’s attribute or belonging to a certain categorization or social group”. Discrimination can be based on a person’s race, nationality, religion, sexuality, gender or skin colour, etc.

Discrimination can be direct or indirect.

Direct discrimination occurs when one person is treated less favourably than another in a comparable situation.

Indirect discrimination occurs where an apparently neutral provision, criterion or practice places persons of a particular group at a particular disadvantage compared with others, unless the provision, criterion or practice is objectively justified by a legitimate aim and the means of achieving that aim are appropriate and necessary.

Institutional discrimination refers to the unjust and discriminatory treatment of an individual or group of individuals by society and its institutions as a whole, through intentional or unintentional unequal selection, targeting or bias.

Racial and ethnic profiling are examples of institutionalized discrimination and refer to the act of targeting a person of a certain group based on a subjective belief or stereotype about their race, ethnicity, nationality and/or religion rather than objective facts, evidence or individual suspicion.

The trainer explains that racial and ethnic profiling is commonly associated with law enforcement, but that increasingly there have been reports of persons being targeted by security officials in stores, transportation hubs and other public spaces.

Profiling and results

The Open Society Foundation (OSF) has conducted a number of projects and surveys on ethnic and racial profiling.¹³ Their findings show that people from “visible minorities feel that they are being singled out by the police not because of something they have done, but because of the way they look: singled out to be stopped, or checked, or searched. This is ethnic profiling.”¹⁴ In addition to perpetuating racist approaches, the OSF research concluded that this was an inefficient policing strategy to combat crime.

Source: Open Society Foundations (OSF), “Ethnic Profiling in Europe”, <<https://www.opensocietyfoundations.org/projects/ethnic-profiling-europe>>.

¹³ Open Society Foundations (OSF), *Ethnic Profiling in Europe*, <<https://www.opensocietyfoundations.org/projects/ethnic-profiling-europe>>.

¹⁴ OSF, *Equality Under Pressure: The Impact of Ethnic Profiling in the Netherlands*, <<https://www.opensocietyfoundations.org/reports/equality-under-pressure-impact-ethnic-profiling-netherlands>>.

SESSION 3: HATE CRIME

Suggested duration: 45 minutes

| | |
|-----------------------------------|--|
| Content | Hate crimes and bias motivation Protected characteristics Hate speech Hate crimes laws What makes hate crimes different Impact of hate crimes |
| Methodology | Trainer presentation followed by discussion based on impact statements |
| Materials for the trainer | Power Point presentation Handout 1: Impact statements Handout 2: Case Study |
| Materials for participants | <i>Trainee's Manual</i> |

TRAINER PRESENTATION

Using the PowerPoint presentation, the trainer presents the following definitions of hate crimes and hate incidents.

Hate crimes always comprise two elements: a criminal offence, committed with a bias motive.

A hate incident is any non-crime perceived by the victim or any other person, as being motivated by prejudice or hate.

The first element of a hate crime is that the act committed is a crime according to applicable legislation (such as assault or damage to property). Hate crimes always require a base offence to have occurred. If there is no underlying crime, there is no hate crime.

The second element of a hate crime is that the perpetrator must commit the criminal act with a particular motive, referred to as "bias". It is this element of bias motivation that differentiates hate crimes from ordinary crimes. This means that the perpetrator intentionally chose the target of the crime because of some protected characteristic.

The target may be one or more people, or it may be the property associated with a group that shares a particular characteristic. The perpetrator may target the victim because of an actual or even perceived affiliation with the group. For example, a perpetrator may attack someone because the victim is a migrant. If the victim is not a migrant, the attack can still be prosecuted as a hate crime because the perpetrator selected their victim because of their perceived migration status.

Hate crimes can include murder, acts of intimidation, threats, property damage, assaults or any other criminal offences.

The trainer notes that, while migrants and their communities are often targeted, anybody can be the victim of a hate crime. The trainer then introduces the definitions of a protected characteristic and bias indicator.

A **protected characteristic** is a fundamental or core characteristic shared by a group, such as “race”, religion, ethnicity, nationality, culture, language, physical or mental disability or sexual orientation.

The perpetrator chose the **target** of the crime based on one or more **protected characteristics**.

The **target** may be a person, people or property associated with a group that shares a protected characteristic.

Bias indicators are “Objective facts, circumstances, or patterns attending a criminal act(s), which, standing alone or in conjunction with other facts or circumstances, suggest that the offender’s actions were motivated, in whole or in part, by any form of bias.”

Using the PowerPoint presentation, the trainer introduces the definition of **hate speech** and explains its ambiguous status in legislation. The trainer explains the difference between hate crimes and related concepts such as hate incidents and hate speech. It is important for participants to understand the concepts of hate incidents and hate speech and how they differ from hate crimes.

Hate versus bias: a hate crime does not require that the perpetrator feels hate. Instead, it requires only that the crime is committed out of bias motivation. Bias means that a person holds prejudiced ideas about a group. Since hate crimes are committed because of what the targeted person, people or property represent, the perpetrator may have no feelings at all about an individual victim.

Hate speech is speech that attacks a person or group on the basis of attributes such as race, religion, ethnic origin, national origin, gender, disability, sexual orientation or gender identity.

The law of some countries describes hate speech as speech, gesture or conduct, writing or display that incites violence or prejudicial action against a protected group or individual on the basis of their membership of the group, or that disparages or intimidates a protected group or individual on the basis of their membership of the group. The law may identify a protected group by certain characteristics.

In some participating States, hate speech is not a legal term. Moreover, in some countries, including the United States, some forms of hate speech are constitutionally protected.

In some participating States, a victim of hate speech may seek redress under civil law, criminal law or both. A website that contains hate speech (online hate speech) may be called a hate site. Many of these sites contain Internet forums and news briefs that emphasize a particular viewpoint.

There has been much debate over freedom of speech, hate speech and hate speech legislation.

Using the PowerPoint presentation, the trainer explains what makes hate crimes different from other crimes, underscoring the impact that these crimes have on their victims and communities, and explaining why it is important to address them.

WHAT MAKES HATE CRIMES DIFFERENT FROM OTHER CRIMES?

It is widely accepted that hate crimes and hate speech are the most serious manifestations of intolerance and xenophobia. The specific, interlocking aspects of these phenomena represent a wider danger to society and require particularly robust responses. The OSCE has committed

resources and efforts to this endeavour precisely because hate crimes differ in several important ways from most other crimes and their **cumulative impact** can be far greater. Key differences include:

- **Hate crimes continue and escalate if not stopped:** Hate crimes are usually part of a pattern of escalating conduct beginning with non-criminal acts of bias that, if not confronted, end with hate crimes.
- **Hate crimes can threaten community stability:** Hate crimes are often directed at particular ethnic, national or religious groups. When these crimes grow in number, communities can split apart and retaliatory violence may result.
- **Individual hate crimes can have a deeply destructive impact on individual victims:** Hate crimes undermine the sense of security and safety of victims and their family and friends.
- **Hate crimes are one of the few crimes in which the perpetrator's motivation is a critical part of the offence:** In an ordinary assault, the police and prosecutors do not need to establish in court the attacker's motivation. With hate crimes, however, the perpetrator's bias motivation is a critical part of the investigation. Determining whether evidence establishes that the perpetrator acted because of bias is the most significant difference between investigating hate crimes and most other crimes.

Combating anti-migrant hate crimes requires specific skills and sensitivities. This is due to the particularities of migrant communities, who in many instances do not speak the local language, do not share local cultural practices or beliefs and may often view any state agent or representative with scepticism and mistrust. Consequently, police officers may face multiple barriers to effectively investigating hate crimes, including the failure of victims to report hate crimes and the failure of police officers to record hate crimes. It is important that police identify these barriers so that they can develop and implement strategies to overcome them.

Using the PowerPoint presentation, the trainer introduces the international obligations to investigate hate crimes, explaining that there may also be regional and national legislation addressing hate crimes, and noting these as appropriate to the country where the workshop is being held.

The **International Covenant on Civil and Political Rights** (ICCPR) obligates states to investigate violence committed against individuals and to discharge these duties without discrimination.

Articles 6 and 7 obligate states to investigate violations of the right to life and inhumane treatment committed by public or private actors.

The **Convention on the Elimination of all Forms of Discrimination** (CERD) represents the international standard for combating discrimination, and (as noted earlier) in Article 4(a) includes an obligation to punish racist violence by declaring:

“an offence punishable by law all dissemination of ideas based on racial superiority or hatred, incitement to racial discrimination, as well as all acts of violence or incitement to such acts against any race or group of persons of another colour or ethnic origin, and also the provision of any assistance to racist activities, including the financing thereof”.

The **European Commission against Racism and Intolerance** (ECRI) – the Council of Europe body dedicated to addressing issues of racism and intolerance – has issued a number of recommendations relating to combating hate crime.

In its “General Policy Recommendation No. 11: Combating racism and racial discrimination in policing”, adopted on 29 June 2007, the ECRI encourages the investigation and recording of racist incidents, as well as the application of a broad definition of such incidents to warrant their recording: “any incident which is perceived to be racist by the victim or any other person.”

The following is the relevant excerpt from the recommendation:

“11. To ensure that the police thoroughly investigate racist offences, including by fully taking the racist motivation of ordinary offences into account;

12. To establish and operate a system for recording and monitoring racist incidents, and the extent to which these incidents are brought before the prosecutors and are eventually qualified as racist offences;

13. To encourage victims and witnesses of racist incidents to report such incidents;

14. To these ends, to adopt a broad definition of racist incident;

For the purposes of this Recommendation, a racist incident shall be: ‘any incident which is perceived to be racist by the victim or any other person.’”

OSCE commitments on hate crime: The OSCE’s Ministerial Council has repeatedly asserted that hate crimes not only affect individual human rights to equality and non-discrimination, but have the potential to lead to conflict and violence on a wider scale. As the OSCE requires consensus for any decisions or commitments, every participating State has actively agreed to abide by these commitments. While OSCE commitments are not legally binding, they form a set of principles that place states under moral obligations to implement them.

Ministerial Council Decision No. 9/09 on Combating Hate Crime remains one of the most comprehensive commitments made by the international community concerning state obligations to address hate crime:

“Participating States, *inter alia*, committed themselves to:

- Collect, and make public, data on hate crimes;
- Enact, where appropriate, specific, tailored legislation to combat hate crimes;
- Take appropriate measures to encourage victims;
- Develop professional training and capacity-building activities for law-enforcement; prosecution and judicial officials dealing with hate crimes;
- Promptly investigate hate crimes and ensure that the motives of those convicted of hate crimes are acknowledged and publicly condemned by the relevant authorities and by the political leadership.”

Using the PowerPoint presentation, the trainer introduces the topic of “Why do hate crimes prosecutions matter?”, underscoring that prosecutions:

- contribute to the deterrent effect that criminal punishment has on the offender and potential offenders;
- send a message to victims, communities and societies that violent manifestations of intolerance will be actively pursued by law enforcement;
- help prevent retaliatory crimes; and
- meet the state’s international obligations and commitments to effectively investigate and prosecute hate crimes.

GROUP DISCUSSION

The trainer facilitates a group discussion about the impact that anti-migrant racism and xenophobia have on victims and their communities by introducing a selection of impact statements and a case study. The trainer mentions that research shows that, in the case of hate crimes, the impact on victims is greater than that experienced by victims of similar crimes committed without a bias motivation. For example, hate crime victims spend more time in hospitals recovering from their injuries, lose more time from work and have more intense and longer lasting feelings of lack of safety in their communities.

Distributing Handouts 1 and 2, the trainer asks participants what can or should be done about statements such as the ones they have read. Are there any links between those statements and incidents such as the one described in the case study?

The trainer collects key learning points from the group discussion of the impact stories and case study, and concludes the session.

MODULE 7, HANDOUT 1: HATE CRIME IMPACT STATEMENTS

The following are selected impact statements relating to hate crime and hate speech, intended for learning purposes. Please note that some of the statements contain offensive language and content that users of this manual may find upsetting.

- My children were in the yard yesterday when a group of Finnish children aged under ten years came and used the word neekerä ("nigger"). When we moved to this place, some of the residents used the same word at us and threw stones at the balcony. It seems that this is not a good place to live ... If this kind of racism continues I might consider moving away. *(A Somali man, Finland)*
- A man from Bangladesh was sitting in a tram in the city centre of Rome. The tram was crowded and there were no other seats available. The man got up and offered his seat to an elderly person (Italian). The elderly person replied: "You first come to our country, then you sit in our trams, and now you offer me, an Italian, a seat?! No, I don't want YOUR seat." *(Italy)*
- One of my teachers, who is German, is married to a black man. They lived together in Sofia while she taught at our school. She told us that once she and her husband were walking in the city centre when a group of young people threw a banana peel on her husband's face and called him a monkey. Then they started shouting that he should go back in Africa. She felt helpless and unable to do anything. *(Bulgaria)*
- A group of Russian-speaking students at my University constantly imitates the Chinese language in a very offensive way, and calls me names when I pass by. In the beginning, I tried to ignore them but they got more aggressive, so now I try to avoid them. I have to check the corridors to make sure that they are not there, I am really scared! *(A male student from China in Latvia)*
- The parents of a child were worried as the child refused to go to school anymore. After a long conversation, the child confessed that the teacher calls him names, saying: "You little Asian, you should go home to your country". *(Poland)*
- I hear many comments about my hijab on a daily basis. Sometimes it's from a passer-by, sometimes I hear it from people on a tram or a bus. They say something nasty, giggle and keep on staring at me. I feel very uncomfortable about it! On several occasions strangers have attempted to touch me and pull off my hijab, so I had to run away. *(A Muslim woman, Latvia)*

MODULE 7, HANDOUT 2: HATE CRIME CASE STUDY

Case Study: Caia Park Estate

This event took place in June 2003, in one of the largest social housing estates in Wrexham, Wales (the United Kingdom), that houses more than 12,000 people. The estate had a very high unemployment rate and acute social deprivation, with many of the more than 5,000 houses on the estate requiring repairs or left boarded up and unoccupied. In the centre of the housing estate there was a pub called the Red Dragon.

One year prior to this story taking place, six male Kurdish refugees from Iraq had been housed on the estate. A few months later, a further six Kurdish refugees were housed nearby, followed by 12 more. The Iraqi Kurdish refugees all lived close to each other near the centre of the housing estate. They were offered “hard to let” council flats, so called because their poor condition made them unappealing to tenants. Most of the refugees living on the Caia Park estate were able to work under the terms of their refugee status and had obtained local employment in nearby factories.

“Nothing happened in the 12 months since the Iraqis moved in,” said Jackie Trommelen, a councillor for Queensway ward, which covers part of Caia Park. Local police had not noted any issues or a rise in racial tensions.

“I’d not received any complaints, phone calls or comments. It seemed to be working really well. This is a poor area by any measure – unemployment, educational opportunity, the number of people on income support or getting free school meals. The Iraqis were working so they were able to buy cars and nice clothes, and why not? These are young men, aged between 18 and 31. Some locals complained about this, saying, ‘We can’t get anything, they have everything.’”

Indeed, through their work the refugees were able to purchase household items and cars and to socialize in the Red Dragon. One of the Iraqi Kurds commenced a relationship with a local woman living on the estate.

That is when a number of local youths and men began shouting abuse at some of the refugees. They would shout: “Go back to where you came from!”, “Leave our women alone!” and other racist comments. The refugees tried to ignore the verbal abuse and started to change their routes on their way to work to avoid groups of people, checking streets before walking down them.

Then one refugee’s house had racist graffiti painted on the door and walls. Initially, the refugees cleaned off the graffiti, but a few days later more appeared and a window was broken. One of the refugees went to the local police station to report the verbal abuse, racist comments, graffiti and damage. The police recorded the issues and arranged for the local authority to quickly remove the graffiti and repair the broken window, which they did.

A few days later, one of the Kurdish refugees was found unconscious on the pavement near the Red Dragon pub. He had a serious head injury and was taken to hospital. His friends were informed, and were convinced that he had been the victim of a racially motivated attack.

Later that day, a group of between 15 and 20 refugees armed themselves and went to the Red Dragon pub where they believed the people who had assaulted their friend were. They threw stones and other objects through the windows and shouted. The people inside the pub armed

themselves with snooker cues, broken chair legs and bar stools and ran outside to retaliate, and a large and violent fight ensued.

The first police officers arrived at the scene quickly and found a large number of local residents gathered at the scene, where objects and petrol bombs were thrown. A number of local men and refugees were arrested and a large number of police officers were injured, with four of them hospitalized. The remaining Iraqi Kurds fled the estate and sought refuge in a church hall several miles away. Fearing for their safety, they asked community leaders and North Wales Police to find them new accommodation.

The following night, about 200 local people, including boys aged 12 and 13, gathered outside the Red Dragon pub on the estate in search of the Kurdish refugees. But by that time all the refugees had left the estate. So the mob began attacking the police officers patrolling the area. Chief Superintendent Stephen Curtis confirmed that CCTV footage identified members of the Wrexham Frontline, a group of football fans with a reputation for hooliganism, as being among the ringleaders of the attack.

The violence was so intense that the North Wales Police could not cope, and more than 100 police officers from surrounding police forces were called in with full riot equipment. Specialist officers recorded the rioting and those involved. A police helicopter flew overhead as the riot spread throughout the sprawling Caia Park council estate. It escalated into a very serious public disorder with running battles. Petrol bombs and missiles were thrown at police officers, and cars and buses were set alight. More officers were injured, including one who was set on fire, and many required hospital treatment. A number of arrests were made.

Over the following nights, police patrolled the estate to prevent further violence, and the area returned to a state of normality. On the basis of the evidence collected, including the police records from the nights of rioting, 78 people were arrested, including youths aged between 12 and 16, and 30 people were charged with serious offences. More people were bound to keep the peace or received police cautions. Prison sentences totalling almost 100 years were given to 50 people convicted of the more serious offences.

“We will go to Chester, maybe,” said Saman Hussein, one of the Iraqi refugees who used to live on the estate. “It will be better. People here always ask why I have come to their country. The way they speak to you is very unpleasant.”

Now Saman feels frightened: “I feel like a slave, all Iraqi people feel like slaves. We can't buy food, cigarettes, anything. If I leave my flat, the people want to attack me and kill me.”

SESSION 4: PREVENTING AND ADDRESSING RACISM, XENOPHOBIA, DISCRIMINATION AND HATE CRIMES TARGETING MIGRANTS

Suggested duration: 45 minutes

| | |
|-----------------------------------|--|
| Content | Rights-based approaches to preventing and addressing racism, xenophobia, discrimination and hate crimes targeting migrants Understanding the value of community engagement and integration activities Understanding the relevance of awareness-raising Understanding the importance of reporting and monitoring |
| Methodology | Presentation Facilitated group discussion |
| Materials for the trainer | PowerPoint presentation |
| Materials for participants | <i>Trainee's Manual</i> |

Using the PowerPoint presentation, the trainer introduces a range of measures to prevent and address racism, xenophobia, discrimination and hate crimes targeting migrants.

AWARENESS-RAISING

Initiatives to raise awareness of racism and xenophobia against migrants aim to bring positive and sustainable change to societies by promoting universally respected values. Their initiators show leadership in condemning racism and xenophobia against migrants and reject generalizations or the stereotyping of individuals and different groups. Awareness-raising is most often realized through the organization of media campaigns, youth camps, neighbourhood encounters, open-door days, marches, tolerance education and public discussions. While these activities are numerous, it is necessary to assess whether their effectiveness can be improved with increased co-operation among all actors and with the involvement of migrant victim groups.

COMMUNITY LIAISON

Individual and collective security is a major concern for migrants and their communities. Over the past few years, there have been arson attacks against migrants' homes and community centres, as well as violent assaults and serious bodily harm. Many of these incidents tend to go unreported owing to the extreme marginalization of these communities in some participating States. Some countries have taken these incidents seriously and have implemented robust law enforcement response programmes and awareness-raising campaigns aimed at encouraging migrant communities to report them to the police.

COMMUNITY ENGAGEMENT AND INTERCULTURAL COMMUNICATION

Community engagement programmes can help to tackle negative attitudes and build positive relationships and understanding between receiving and migrant communities. As such, they are an important strategy in preventing and responding to racism, xenophobia and hate crime.

Key principles for community engagement include:

- Intercultural dialogue (between equals, including men and women from all communities) built on mutual respect; and
- Meaningful and purposeful interactions, in which members of different communities come together to achieve a shared goal that benefits the community as a whole, such as developing a new park or organizing litter collection, etc.

Community engagement can include a wide range of innovative activities, often involving civil society and in partnership with public institutions. However, the inclusion of migrant communities can also be facilitated by mainstreaming intercultural communication by adapting public services so that they better serve a diverse population. For more information on community engagement, see Module 4 of this manual.

POSITIVE ACTION

Positive action includes measures or policies, prescribed by the relevant legislation, aimed at addressing inherent discrimination. These measures are implemented to enable or encourage members of the affected groups to overcome or minimize disadvantage, or to meet the different needs of those groups and enable or encourage their members to properly and fully participate in the pursuit of employment, goods and/or services, among other activities. Such measures are also sometimes referred to as “affirmative action”.

CONFIDENTIAL AND THIRD PARTY REPORTING

It is a widely known fact that the majority of hate crimes and other serious acts of discrimination faced by migrants are not reported to law enforcement or state authorities. This under-reporting is due to a number of factors, including: victims' fear of reprisals, further attacks and unwanted attention; victims' lack of trust in law enforcement officers and other state officials; and migrant victims' fear that they may compromise their legal status if they “make a fuss” or expose their uncertain or undocumented status. These factors make responding to and preventing these incidents particularly difficult.

In an effort to encourage the reporting of such incidents to the authorities, in 2015 the Polish Ministry of Interior and a number of non-governmental organizations implemented a programme titled “Name it to fight it”, which encouraged migrant victims of hate crimes and other forms of intolerance to report incidents anonymously on a dedicated website. This programme also provided migrants with direct lines of communication to human rights practitioners who could report incidents on their behalf (“third party reporting”) and assist them with issues pertaining to their legal status in Poland.

Third-party reporting is a practice often used with migrant communities, and examples exist in a number of other OSCE participating States, including the “Tell MAMA” project in the United Kingdom¹⁵ and the Southern Poverty Law Center in the United States.¹⁶ In Germany, the Stiftung EVZ also works collaboratively with non-governmental organizations in other parts of the OSCE region.¹⁷

15 Tell Mama: Measuring Anti-Muslim Attacks, <<https://tellmamauk.org>>.

16 Southern Poverty Law Center (SPLC), “Fighting Hate”, <<https://www.splcenter.org/fighting-hate>>.

17 Stiftung EVZ, <<https://www.stiftung-evz.de/eng/home.html>>.

Law enforcement efforts to prevent and respond to hate crimes

In addition to this, several law enforcement agencies across the OSCE region are increasing their efforts to combat racism, intolerance and anti-migrant hate crimes in order to address the security concerns of migrant communities. Many have implemented ODIHR's Training against Hate Crimes for Law Enforcement (TAHCLE) programme, and several have developed their own specific programmes aimed at combating hate crimes in general, and anti-migrants hate crimes in particular.¹⁸ In Belgium, for example, a number of policing jurisdictions have begun to implement policy initiatives such as:

- Multiple-community policing;
- Police inspectors actively participating in the neighbourhood;
- Investing in networks of key local services and figures;
- Improving awareness among law enforcement personnel of local cultures and diversity;
- Appointing a point of contact for "nuisance";
- Recruiting a non-law enforcement neighbourhood "manager" (a community leader or representative); and
- Involving migrants in consultation platforms.

These are just a few examples of the many positive action initiatives aimed at addressing intolerance and discrimination, some of which focus specifically on anti-migrant discrimination.

The trainer asks participants if they can provide any examples of these measures or approaches from their country. The trainer then facilitates a brief group discussion based on the information provided about what more could be done to prevent and address racism, xenophobia, discrimination and hate crimes in the country/community where the workshop is being held.

Finally, the trainer refers participants to the list of background resources contained in the *Trainee's Manual* for further reading and future reference.

¹⁸ Countries include Albania, Bosnia and Herzegovina, Croatia, Estonia, Finland, Georgia, Hungary, Italy, Latvia, the former Yugoslav Republic of Macedonia, Malta, Poland and Slovakia.

MODULE 7: BACKGROUND RESOURCES

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- Weiwei, L., *Equality and Non-Discrimination Under International Human Rights Law* (The Norwegian Centre for Human Rights, 2014), <<http://www.corteidh.or.cr/tablas/ro8121.pdf>>.
- “Final Act of the Conference on Security and Co-operation in Europe”, Helsinki, 1975, <<https://www.osce.org/helsinki-final-act?download=true>>.
- “Charter of Paris for a New Europe”, Conference on Security and Co-operation in Europe, 1990, <<https://www.osce.org/mc/39516?download=true>>.
- OSCE Ministerial Council, “Statements by the Ministerial Council (1/4)”, Porto, 7 December 2002, <<https://www.osce.org/mc/40521?download=true>>.
- OSCE Ministerial Council Decision 4/03, “Tolerance and Non-Discrimination”, Maastricht, 2 December 2003, <<https://www.osce.org/mc/19382?download=true>>.
- OSCE Ministerial Council Decision 14/04, “2004 OSCE Action Plan for the Promotion of Gender Equality” Sofia, 7 December 2004, <<https://www.osce.org/mc/23295?download=true>>.
- OSCE Ministerial Council Decision 10/05, “Tolerance and Non-Discrimination: Promoting Mutual Respect and Understanding”, Ljubljana, 6 December 2005, <<https://www.osce.org/mc/17462?download=true>>.
- OSCE Ministerial Council Decision 13/06, “Combating Intolerance and Discrimination and Promoting Mutual Respect and Understanding”, Brussels, 5 December 2006, <<https://www.osce.org/mc/23114?download=true>>.
- OSCE Ministerial Council Decision 9/09, “Combating Hate Crimes”, Athens, 2 December 2009, <<https://www.osce.org/cio/40695?download=true>>.
- European Council, “Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin”, <<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32000L0043:en:HTML>>.
- Open Society Foundations (OSF), “Ethnic Profiling in Europe”, <<https://www.opensocietyfoundations.org/projects/ethnic-profiling-europe>>.
- OSF, “Equality Under Pressure: The Impact of Ethnic Profiling in the Netherlands”, <<https://www.opensocietyfoundations.org/reports/equality-under-pressure-impact-ethnic-profiling-netherlands>>.
- OSCE/ODIHR, “Challenges and Perspectives on Hate Crimes against Migrants”, Meeting Report, 2018, <www.osce.org/odihr/379102>.
- “Document of the Copenhagen Meeting of the Conference on the Human Dimension of the CSCE”, 29 June 1990, <<https://www.osce.org/odihr/elections/14304?download=true>>.

- OSCE Ministerial Council Decision 10/07, “Tolerance and Non-Discrimination: Promoting Mutual Respect and Understanding”, Madrid, 2007, <<https://www.osce.org/mc/29452?download=true>>.

POSITIVE ACTION:

- “United Kingdom Equality Act 2010, Chapter 15”, <http://www.legislation.gov.uk/ukpga/2010/15/pdfs/ukpga_20100015_en.pdf>.
- Starbucks, “Starbucks Makes Global Commitment to Hire 10,000 Refugees by 2022”, <<https://www.starbucks.com/responsibility/community/refugee-hiring>>.
- Refugee Council, “Starbucks – Employment Support Programme”, <<https://www.refugee-council.org.uk/starbucks>>.
- Council of Europe, “European Convention on the Protection of Human Rights and Fundamental Freedoms”, 3 September 1953, <https://www.echr.coe.int/Documents/Convention_ENG.pdf>.
- OSCE/ODIHR Legislationline, “Criminal codes”, <<http://www.legislationline.org/documents/section/criminal-codes>>.
- OSCE/ODIHR Hate Crime Reporting website, <<http://hatecrime.osce.org/>>
- Tell MAMA: Measuring Anti-Muslim Attacks, <<https://tellmamauk.org>>.
- Southern Poverty Law Center, “Fighting Hate”, <<https://www.splcenter.org/fighting-hate>>.
- Stiftung EVZ, <<https://www.stiftung-evz.de/eng/home.html>>.
- *Preventing and Responding to Hate Crimes: A resource guide for NGOs in the OSCE region* (Warsaw: OSCE/ODIHR, 2009), <<https://www.osce.org/odihr/39821>>.
- *Training Manual on Human Rights Monitoring* (Geneva: OHCHR, 2001), <<http://www.ohchr.org/Documents/Publications/training7Introen.pdf>>.
- *Basic Principles of Human Rights Monitoring* (Geneva: OHCHR, 2001), <<http://www.ohchr.org/Documents/Publications/Chapter02-MHRM.pdf>>.
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- The European Union Agency for Fundamental Rights, “Hate crime”, <<http://fra.europa.eu/en/theme/hate-crime>>.
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**MODULE 8:
MIGRANT EDUCATION
AND THE INTEGRATION
OF CHILDREN AND YOUTH**

MODULE 8: TRAINER'S INSTRUCTIONS

Suggested total duration: 2 hours 45 minutes

| Suggested duration | Session |
|--------------------|--|
| 60 min. | Session 1: Children, migration and education |
| 50 min. | Session 2: Types of education for migrant children and youth |
| 55 min. | Session 3: Integration measures and types of support for migrant children and youth in education |

AIMS OF MODULE 8:

- To enhance participants' understanding of multifaceted relations between migration and education;
- To make participants familiar with the main features of international legislation regulating the educational rights of migrant children and youth;
- To enhance participants' understanding of the role that education plays in the integration of migrant children and youth;
- To introduce participants to the various approaches to educating migrant children and youth, based on international research and good practices; and
- To present, explore and reflect on various types of support to migrant children and youth in the area of education, including relations with the local community and parents.

SESSION 1: CHILDREN, MIGRATION AND EDUCATION

Suggested duration: 60 minutes

| | |
|-----------------------------------|---|
| Content | Part 1: Children in migration Part 2: Migration and education Part 3: International legislation Part 4: The role of education in the integration of migrant children and youth |
| Methodology | Trainer's introduction and presentation Group work Discussions |
| Materials for the trainer | Flipchart posters PowerPoint presentation Video |
| Materials for participants | <i>Trainee's Manual</i> |

Note: Migrant children and youth are defined as being under the age of 21, or as long as they are eligible for regular upper-secondary education, were born abroad and arrived in the receiving country with families or on their own (unaccompanied minors). Many migrant children share similar educational challenges: They have to learn a new language, often struggle to comprehend organizational and pedagogical structures and curriculum requirements, find new friends and adopt to and embrace a new culture in the society and school, while simultaneously struggling to maintain their mother tongue, cultural identity and positive relations with their parents and ethnic community. At the same time, migrant children can have different educational and socio-economic backgrounds. Some, but not all, may be illiterate or have experienced interrupted schooling. Some are asylum-seekers and refugees; some arrive from economically underdeveloped regions, while others are the children of well-educated migrant workers. Some have just arrived in the receiving country, while others have been there for several years. Additionally, some, but not all, may have been through traumatic experiences on their way to receiving countries.

It is important to recognize that, while all migrant children face some common educational challenges, the scope and content of support in schools must be adjusted to meet the individual needs of every single child. Consequently, the content and some examples presented in this Module can be adjusted to meet the particular needs of different target groups depending on the national and local contexts and demographic and social characteristics of the migrant children concerned.

INTRODUCTION

The trainer introduces the main topics of the module, as well as its aims and learning outcomes, and briefly outlines the content of the three sessions. The trainer encourages participants to apply throughout the module the knowledge obtained in other modules, in particular with regard to the relevant core concepts and perspectives on integration, equal opportunities, gender, families, health and discrimination.

The trainer then asks the participants what they expect to learn and how this knowledge might be relevant for their work, as well as whether there are some aspects of the module that they are particularly interested in.

The aim of these questions is to give participants some ownership of the module by allowing them to relate to the content from the outset and enhancing their motivation. This information will also give the trainer a better idea of participants' professional background and interests, as well as the opportunity to identify which topics to explore in greater depth.

PART 1: CHILDREN IN MIGRATION

The trainer starts by showing participants the following video – a teaching resource containing interviews with young refugees just arrived in the United Kingdom:

<https://www.tes.com/teaching-resource/teachers-tv-refugee-kids-6047898>

The aim is to give participants a direct connection to the experiences of some of the most vulnerable migrant children, refugees and asylum-seekers. After the video, the trainer briefly asks participants to share their feelings and impressions, including whether they identified any differences between the accounts given by boys and girls, and whether and in what ways female migrant children might be more vulnerable.

Using the PowerPoint presentation, the trainer provides an overview of data relating to children and migration, including statistics on how many children migrate to and from which countries.

The trainer notes that international migration – and in particular forced migration – very often involves travel from developing countries and those affected by conflict, resulting in limited educational opportunities for children in those countries. The trainer then asks participants whether they think the search for better educational opportunities, and for a better future for migrants' children, could be a push factor prompting the decision to migrate across international borders, and whether this is a situation of forced migration. The trainer facilitates a short discussion on this question.

PART 2: MIGRATION AND EDUCATION

The trainer asks participants what they think the role of education is in a society. Although this is a seemingly simple question, the answer is not always easy to articulate. The trainer asks small groups of participants to brainstorm answers, asks for feedback and then shows the PowerPoint slides on the role of education in society.

Slide 1: The role of education in society

- Cognitive development;
- Development of skills and knowledge in core subject areas – learning as a route to the labour market; and
- Development of democratic and civic values – learning as a way to citizenship and membership in society.

Slide 2: Quote

“The primary purpose of education is not only to develop knowledge, skills, competences and attitudes and to embed fundamental values, but also to help young people – in close cooperation with parents and families – to become active, responsible, open-minded members of society”.¹⁹

Slide 3: Education can contribute to:²⁰

- Overcoming the marginalization of vulnerable groups;
- Combating poverty and deprivation;
- Integrating migrants;
- Developing pupils' full potential intellectually, socially and morally; and
- Empowering young people.

The trainer concludes that education is one of the most pivotal institutions in society, the future of which depends on the education that its individual members receive. It is also important to highlight that quality education is not just a product of good teaching, but is created in close co-operation with parents and families, as well as the local community. In other words, there is a shared responsibility of all members of society for the kind of education offered to children and young people.

The trainer then asks participants to come up with words, concepts, activities, problems and opportunities, etc., that reflect the intersections between migration and education, as well as society more broadly. Examples can include:

- Housing and school segregation
- Exclusion and marginalization
- A lack of resources
- The need to train teachers on working with migrant students
- Children in detention centres
- The bad reputation and low status of schools where migrant children are in the majority
- Newly arrived children
- Achievement gap
- Schools and migrant parents
- Language acquisition
- Traumatic experiences
- A lack of basic literacy and numeracy
- An interrupted and/or disadvantaged educational background
- Ambitious children and parents
- Intercultural education
- Racism, discrimination, xenophobia and bullying
- Globalization
- Language and cultural diversity

¹⁹ “Promoting citizenship and the common values of freedom, tolerance and non-discrimination through education”, Informal Meeting of European Union Education Ministers, Paris, 2016, <https://euroclio.eu/wp-content/uploads/2016/04/citizenship-education-declaration_en.pdf>.

²⁰ Nonchev, A. and Tagarov, N., *Integrating refugee and asylum-seeking children in the educational systems of EU member states* (Sofia: Center for the Study of Democracy, 2012), p. 53, <http://www.csd.bg/fileadmin/user_upload/INTEGRACE_handbook.pdf>.

As participants contribute words and concepts, the trainer writes these on flipchart paper divided into two columns. Words and concepts relating to problems and challenges (such as “segregation” and “achievement gap”) are added to the left column. Words and concepts relating to a positive phenomenon (such as “language and cultural diversity” and “intercultural education”) are added to the right column. The aim of the exercise is to visualize the relationship between positive and negative discourses on migration and education.

The trainer then guides a discussion to further explore participants’ contributions.

Note: If participants come up with mostly negative associations regarding migration and education, it is important that the trainer raise this issue without being confrontational. This can be done by asking questions, such as: “Why do you think that is the case?”, “What are the consequences of such negative discourses for the integration of migrant children and youth?”, “Do you think negative discourses create a problem?”, “What measures can be done to rectify this?”, “Who is responsible for this problem?”, “Do you think it is like this in other countries?”, and “Which groups of migrant students do you think are most vulnerable (in terms of their ethnicity/nationality, gender, or reason for migration, etc.)?”.

PART 3: INTERNATIONAL LEGISLATION

The aim of this part of the session is to briefly introduce international legislation and declarations relating to the right to education of migrant children and youth. It is recommended that the trainer keeps the presentation brief, and instead refers participants to the background resources and additional material contained in the *Trainee’s Manual*.

The major points that should be highlighted here are:

- All children, irrespective of their migration status, have a right to education.
- The education of migrant children ought to be equal, inclusive, meaningful and of high-quality.
- Migrant children have a right to the same support measures as are available to non-migrant children, in order to enhance their learning and inclusion.
- Schools must make sure they are safe environments, free of discrimination, racism and bullying.

The trainer can then ask the following questions:

- Is the legislation in your country compatible with international standards and legislation?
- What are the differences?
- How do these differences affect the educational opportunities of migrant children and youth?

PART 4: THE ROLE OF EDUCATION IN THE INTEGRATION OF MIGRANT CHILDREN AND YOUTH

The trainer continues by noting that, after reflecting on the relationship between migration and education and learning more about the international framework, the next step is to understand the role of education for integration of migrant children and youth.

The trainer reminds participants of their conclusions about the role of education in society as promoting: children's cognitive development; the development of children's skills and knowledge in core subject areas (learning as a route to the labour market); and the development of their democratic and civic values (learning as a way to citizenship and membership of society). The trainer explains that education is an essential element of integration.

Using the PowerPoint presentation, the trainer then introduces participants to the 2018 OECD assessment on *The resilience of students with an immigrant background*.²¹ The first two slides of the presentation on this subject explain the role of education in assisting migrant children and youth with integration. The third slide raises some of the main and troubling differences between migrant and non-migrant students in schools.

The trainer then asks participants to discuss the following questions (either in the whole group or in smaller groups):

- Are you surprised by these differences?
- What are the main reasons and factors behind these differences?
- How come we have not achieved better results in ensuring a level playing field in schools?
- What are the consequences of these persistent differences for social cohesion?

The trainer concludes Session 1 by briefly summarizing some of the main points, as well as the major contributions made by participants in their discussions. The trainer notes that the remainder of the Module will focus on good practices in closing the gap between migrant and non-migrant students.

The trainer highlights that it is important to emphasize that migrant children in schools should be treated as students with certain educational needs, challenges and strengths. Instructional models for second language acquisition, a bilingual approach and extra-curriculum support measures must primarily ensure educational quality, pedagogical efficiency and the emotional well-being of migrant students.

21 *The resilience of students with an immigrant background* (Paris: OECD publishing, 2018), <<http://www.oecd.org/education/the-resilience-of-students-with-an-immigrant-background-9789264292093-en.htm>>.

SESSION 2: TYPES OF EDUCATION FOR MIGRANTS

Suggested duration: 50 minutes

| | |
|-----------------------------------|--|
| Content | Part 1: Inclusion and exclusion – organizational approaches to the education of migrant children and youth Part 2: Monocultural, multicultural or intercultural – pedagogical approaches to the education of migrant children and youth |
| Methodology | Trainer's introduction Group work Exercise 1 Discussions |
| Materials for the trainer | Flipchart PowerPoint presentation |
| Materials for participants | Module 8, Handout 1 <i>Trainee's Manual</i> |

The trainer introduces Session 2 and notes that the aim of the session is to familiarize participants with the organizational and pedagogical approaches to the education of migrant children and youth. The session includes discussions and an exercise to provide a more interactive learning process that allows participants to connect the models and concepts presented with their own experiences and knowledge.

PART 1: INCLUSION AND EXCLUSION – ORGANIZATIONAL APPROACHES TO THE EDUCATION OF MIGRANT CHILDREN AND YOUTH

Using the PowerPoint presentation, the trainer goes through three major organizational models for the education of newly arrived migrant students. The trainer explains that research has shown the **direct immersion model** as having the most positive outcomes if accommodated to meet children's other needs.

Separate site model

In this model, newly arrived students are placed in separate schools for migrant children for varying periods of time. The major argument in favour of this model is that the necessary support services to facilitate students' language learning and stress-free adaptation can be gathered in one place. According to advocates of this model, it allows students to forge peer relationships with other children sharing the same language and experiences, while purportedly preventing discrimination and racism against them.

Critics argue that having separate schools for newly arrived migrants amounts to segregation and exclusion. They say that such schools deprive newly arrived students access to social relations with native speakers, and point to a great deal of research that shows how such schools fuel the achievement gap between migrant and non-migrant students. Thus, such segregated educational settings (including infrastructure, teaching staff, etc.) often lead to lower educational outcomes.

Direct immersion model

The direct immersion model involves placing migrant children in mainstream schools and is practiced in most countries, especially for younger children (up to 10 years old). As part of this model, support services are provided, either in the classroom (through the presence of a multilingual teacher or through the two-teacher system) or outside of the classroom (through shorter “pull-out” classes or extra-curricular activities). In some countries, such as Italy and the United Kingdom, this is the only model available. According to the literature, other countries leave the question of whether to apply the direct immersion model to the discretion of local school authorities and/or principals. Advocates of this model posit that migrant children’s inclusion in mainstream schooling is a prerequisite for their successful education. They also argue that the direct immersion model gives migrant students the opportunity to communicate with native speakers and to develop social relations that will introduce them to the school culture, thereby providing them with the necessary information and socio-emotional support.

One of the main counterarguments is that the schools where newly arrived migrant children are often enrolled are already highly segregated, with no or few native speakers. The model’s detractors also argue that migrant children are not provided with adequate, if any, support in mainstream classes; that no extra resources are allocated to schools to support such children; that teachers lack an understanding of the students’ situation and how to integrate content and language learning; and that the children are exposed to discrimination, bullying and racism. The overall critique is that children may be physically included in a common space, but socially, and with respect to learning opportunities, they are completely excluded.

Separate class model

According to the literature, the separate class model is the model applied most frequently. Such classes are also known as introductory, pull-out, preparatory, multicultural, welcoming and international classes. The model is based on the notion that newly arrived students should be placed in ordinary schools, but for a certain initial period they should receive education primarily in classes composed exclusively of other newly arrived students. The time period may vary from a couple of weeks to several years. The argument is that the students will have the opportunity to interact with other non-migrant students during breaks, lunchtime and leisure activities. The migrant students can also take part in some mainstream classes for which knowledge of the language is less vital, such as sports, music, arts and crafts classes. At the same time, the separate classes for migrant children can include the provision of multilingual services and experienced language teachers. Such classes also allow children to support each other in identity development, and since all students are in a similar situation, it is expected that no child will be marginalized owing to insufficient language skills. Advocates argue that this model reduces the risks of segregation and social exclusion, which are prominent in the separate site and direct immersion models.

Critics, on the other hand, have argued that students tend to get stuck in separate classes for much longer than their needs require. They also argue that these classes are stigmatizing, that the level of education is lower and that newly arrived students fail to gain access to social networks with other non-migrant children. They also cite the issue of the transition from separate to mainstream classes, arguing that this is often poorly arranged. In particular, teachers in mainstream classes are often insufficiently equipped to recognize migrant students’ educational needs, strengths and challenges. Instead, the needs of migrant students are seen as “someone else’s problem” and they are expected to be fully prepared once they transfer to mainstream classes.

GROUP DISCUSSION

After the presentation, the trainer invites participants (either in the whole group or in smaller groups) to discuss the following questions:

- What issue is at the core of discussions about all three models?
- Why is the inclusion of migrant students in mainstream education important?
- What do you think about the argument in favour of separate schools? In particular, consider the argument that this model offers newly arrived migrant students a sanctuary from racism, discrimination and poor discipline in public schools, as well as the argument that they might anyway end up in schools attended almost exclusively by migrants.
- What benefits, if any, does the separate class model hold for newly arrived migrant students? Should the amount of time students spend in these classes be regulated? Or should the provision of separate classes and schools for migrant children be banned?
- Do you agree with the argument that the direct immersion model is virtually impossible? What is needed for the model to work?
- Are you familiar with any other organizational models for the education of newly arrived migrants in your country, region or municipality?

The trainer encourages participants to mention and discuss any other issues of interest regarding the organizational models and their capacity to deliver high-quality education to newly arrived migrant students while facilitating their integration. If the discussions are held in smaller groups, then these should report their conclusions to the rest of the group.

The trainer summarizes the discussion and underscores that the decision on which organizational form works best must be based on the individual circumstances and needs of each student, and not solely on their status as newly arrived migrant students. At the same time, the exclusion of migrant students – both in schools and in the local community – could and should be avoided in order to promote their integration.

GROUP EXERCISE

The trainer now asks participants to form (new) groups and distributes Module 8, Handout 1 on “Preventing and working with exclusion”. Participants are required to read and discuss each of the factors leading to students’ exclusion, and write down their suggested solutions for each.

Participants can also refer to the frequently asked questions and answers on dealing with bullying and harassment in schools contained in the *Trainee’s Manual* (http://maldef.org/assets/pdf/21317_MALDEF_NEA_on_Bullying_Schools.pdf).

Participants should be given plenty of time to go through this exercise. After completion, a representative of each group is invited to present the results of their discussions and suggestions for possible measures to avoid migrant students’ exclusion. The trainer should support the rapporteurs by asking additional questions, clarifying and providing information.

The trainer then wraps up the session by stating that the inclusion of migrant children and youth (including both new arrivals and more established migrants) into mainstream classes and schools should be the aim of all organizational approaches. For integration to succeed, these approaches must be accompanied by appropriate measures to support migrant students’ education and socialization with their peers (covered in more detail in Session 3 of this Module). Without such measures, there is a risk that students will be formally and physically integrated into mainstream education but excluded from learning opportunities and social relations with their non-migrant peers.

MODULE 8, HANDOUT 1: PREVENTING AND WORKING WITH EXCLUSION

The column on the left lists possible factors excluding migrant students. Please fill in the right-hand column with your suggested solutions and discuss with the group.

| Excluding factors | Possible solutions |
|---|--------------------|
| Segregation in housing and education | |
| Administrative measures within schools that separate migrant students (such as organizing separate classes) | |
| Racism, Islamophobia, homophobia and negative discourses in society about refugees, migrants and ethnic, members of the LGBTi community and religious minorities. | |
| Words, expressions and behaviour (even unintentional) towards a student based on ethnicity, race, religion or gender | |
| Bullying | |
| Feelings of injustice, grievances and an attitude of "no future for me" | |
| Teachers' low expectations, lack of dedication and negative attitudes | |
| Any other factors? | |

PART 2: MONOCULTURAL, MULTICULTURAL OR INTERCULTURAL – PEDAGOGICAL APPROACHES TO EDUCATION OF MIGRANT CHILDREN AND YOUTH

The aim of this component is to explore the concept of integration within the realm of education.

Using the PowerPoint slides, the trainer briefly explains the three basic approaches to the integration of migrant students in education, based to a large extent on the work of the Swedish educational scholar, Pirjo Lahdenperä.²² The trainer emphasizes the positive outcomes of the intercultural integration approach.

Monocultural integration in schools has been likened to assimilation policies in society. It means that migrants are expected to blend into the dominant culture by adopting its language, values, norms and traditions, while either minimizing or completely renouncing their own culture and language. In schools, this approach perceives migrant students' differences as something to be corrected, and is accompanied by a discourse of deficiency, with migrant students "lacking" certain qualities necessary for educational achievement and to become like "everybody else". Students' language(s) and cultural background are not taken into consideration; on the contrary, they are seen as obstacles to their ability to learn the majority language and adopt to the "normal" way of being and behaving.

²² Lahdenperä, P., "From monocultural to intercultural ways of thinking on integration and development of education" in *Language, Inclusion and Labour Markets* (Torshavn: Nordiska Ministerrådet, 2017), <<http://mdh.diva-portal.org/smash/get/diva2:1139329/FULLTEXT01.pdf>>.

Multicultural integration is based on the idea that society and schools are becoming more culturally diverse (multicultural) due to increased migration, and that this multiculturalism should be embraced in policy documents as something positive. Critics of this approach raise two crucial points: first that it presents cultures as monolithic and static entities, and second, that celebrations of multiculturalism often reduce cultures to their symbolic components, such as flags, food and national costumes, etc. In other words, the concept of multiculturalism does not sufficiently address the power imbalances between different groups and cultures or ensure the equal recognition of minority cultures, including that of migrants. Moreover, the concept of multiculturalism is usually only applied to schools where migrant students are in a majority, while the concept is deemed irrelevant to schools with just a few migrant students. Moreover, schools where migrants are in the majority are often presented as underachieving and struggling, leading to a negative discourse about the success of multiculturalism in schools. Additionally, such schools tend to focus on only teaching their students subjects deemed “essential” to success in society, such as the state language, culture and values. When practiced this way, multicultural education is reduced to replicating the practices of monoculturalism.

Intercultural integration in schools fosters interactions, communication, social relations and the mutual recognition of different cultures and languages as equally valued sources of identity, learning and pride. As Lahdenperä outlines:

“Interculturalism can thus be considered both as a framework and a methodology for developing schools based on the diversity of students, parents and staff. Diversity is considered a resource, asset or a positive challenge for development. This development concerns the school’s various activities such as leadership, education, assessment, cooperating with parenting, healthcare, counselling, school development and staff competence [...]”

“One of the fundamental ideas for work with integration is that the wide diversity that existed in different social institutions, the inclusion of the differences, all what is perceived as being different, should be taken advantage of when planning measures and training initiatives. Here interculturality can increase the integration of the differences [...]”

“Cultural and ethnic diversity can thus be a major asset for society and education, but can also cause dilemmas, tensions, disagreements and social conflicts in the absence of a desire to create meeting places for interaction, cooperation and participation. Cultural conflicts must be confronted by reassessing ideas, beliefs and perceptions. There is a challenge to create an intercultural learning environment where curiosity and communication are encouraged, and where openness towards trying new ways of thinking and ideas is premiered. According to both research and policy documents, interculturalism is something that is seen both as a means and as a goal for development of society and education based on diversity. A success factor for the development of the language, knowledge and identity of students is that they can use all their linguistic resources in school tasks, where teachers with immigrant background constitute an important intercultural resource.”

After this presentation, the trainer invites participants to discuss the following questions:

- What are your reactions to the three pedagogical approaches to integration in schools?
- With which approach do you agree and why?
- What do you disagree with and why?
- Which of these models is used in schools in your country, region, municipality?
- What is needed in order to implement the intercultural model? Do you believe it is achievable? Who is responsible for ensuring its success?

The trainer should encourage participants to voice other reactions, reflections, comments and examples.

The trainer then wraps up Session 2 by underscoring the connections between the organizational models, approaches to integration within schools and the gap between policy documents and their implementation. The trainer also refers to some of the participants' ideas to exemplify good practices that have managed to overcome certain obstacles.

SESSION 3: INTEGRATION MEASURES AND TYPES OF SUPPORT FOR MIGRANT CHILDREN AND YOUTH IN EDUCATION

Suggested duration: 55 minutes

| | |
|-----------------------------------|---|
| Content | Part 1: Integration measures and types of support in schools Part 2: Integration measures and types of support in the local community Part 3: Migrant parents and the integration of children and youth |
| Methodology | Trainer's introduction Group work Exercise 2 Discussions |
| Materials for the trainer | Flipchart PowerPoint presentation Videos |
| Materials for participants | Handouts and the <i>Trainee's Manual</i> |

The trainer introduces the last session by briefly summarizing participants' learning so far:

- Children in migration
- Relations between migration and education
- International legislation
- The role of education in the integration of migrant students
- Organizational approaches to integration
- Pedagogical approaches to integration

The aim of this last session is to introduce participants to the various support measures for migrant children and youth available in schools and the local community, including those aimed at improving the often tense relations between schools and migrant parents.

PART 1: INTEGRATION MEASURES AND TYPES OF SUPPORT IN SCHOOLS

Using the PowerPoint presentation, the trainer starts by outlining the most effective measures and types of support in the integration of migrant students in schools, in accordance with the literature in this field.

Note: If participants include educational professionals or those with a background in this area, the trainer could also download and distribute "Education – hope for newcomers in Europe" (Bunar, 2018), which summarizes promising integration practices in Germany, Sweden, Spain and Italy. The publication is available for download at: https://issuu.com/educationinternational/docs/28_feb_doc_web.

These measures are as follows:

1. Compulsory mapping

Carefully assessing migrant students' knowledge and skills is an essential step in facilitating their educational integration and successful outcomes.

The trainer can highlight this point by discussing the example of Sweden, where the Swedish National Agency for Education (*Skolverket*) has co-operated with universities to produce materials for mapping migrant students' prior knowledge and experiences. The mapping tool assesses migrant students' skills, such as basic literacy and numeracy, mother tongue and acquisition of the state language, as well as how they learn, their favourite and least favourite subjects, as well as their competency in various subjects. A portfolio is then created for each student, based on which their education is organized. Students' development is tracked through discussions and observations and the portfolio is updated. The trainer can also present this example via the following six-minute video: <https://www.youtube.com/watch?v=KJEIkg6IKNo>.

2. Mother tongue and bilingual classroom assistance

Bilingual classroom assistance is a type of additional support intended to assist in students' learning, with an initial focus on numeracy and literacy and other subjects added later on, while also supporting their progress in developing their mother tongue or any other language that they speak. Thus, the role of the assistants is to support the further development of migrant students' mother tongue by gradually introducing new concepts and deepening their understanding of already familiar concepts. Bilingual classroom assistants are expected to play an active role in the learning process, as opposed to merely translating the content of classes and books. This assistance must be tailored to the individual circumstances, needs, strengths and challenges of each student.

3. Welcoming climate and a whole school approach

Schools must make sure that they are environments free from discrimination and bullying, organized around the idea of inclusion and intercultural integration. It is important that all teachers – and not just language teachers – work with migrant students, especially those who are newly arrived in the country.

To highlight this point, the trainer can refer participants to the good practice from Belgium of “*La Petite École*”, included in the *Trainee's Manual*.

4. State language acquisition

Acquisition of the state language is obviously extremely important in facilitating migrant students' educational achievements and integration into wider society. There are many models for language development; the following videos contain just two examples of how students' language acquisition can be supported:

- Example from Croatia (8 minutes): <http://naos.risbo.org/wp-content/uploads/2017/05/PortoNAOS.mp4>.
- Example from Norway (6.5 minutes): <https://www.youtube.com/watch?v=u9H0TvvmLb4>.

5. Professional development of teachers

Ensuring teachers have the right skills to engage with and educate migrant children is, of course, a crucial element to securing migrant students' access to education.

To demonstrate this point, the trainer can show participants the following video from the Netherlands on developing a professional learning community in a “super-diverse” environment (5.5 minutes): <https://www.youtube.com/watch?v=XsacHNoRKfY&feature=youtu.be>.

6. Support to migrant teachers

Many European schools are facing a shortage of teachers, especially bilingual teachers. Among those migrating to Europe, there are a number of professional teachers who, with the appropriate and targeted support, could find a way back to the teaching profession.

The trainer can refer participants to the good practice from Sweden included in the *Trainee's Manual*:

After presenting the six measures, the trainer asks the participants to read the “best case and worst case” scenario included in the *Trainee's Manual*, and to discuss in two or three groups the following questions:

- What are the main features of the best-case scenario?
- What are the main reasons why some countries provide these structures and types of support?
- What are the main features of the worst-case scenario?
- What are the main reasons why some countries fail to provide these structures and types of support?
- Do you have any other relevant questions?

The trainer then asks the groups to briefly present the results of their discussions.

Best and worst case scenarios in migrant children's education

The following scenarios are a compilation of national policies taken from the MIPEX assessment of 38 countries conducted in 2014.

BEST CASE

All children are given the opportunity to learn – from kindergarten to university – and to achieve the best they can, regardless of their migrant status or ethnic, socio-economic or other background. If a child has different needs because of the child's experience, or her or his families' migration experience, then he or she is given additional support. The child's teachers are trained to recognize those needs and to set equally high expectations for her or him as demanded of other children. The child is entitled to extra courses and teaching to catch up on and master the state language. The child's parents play an active role in her or his education, and the school involves them every step of the way. The child and her or his parents also bring new opportunities to the child's school. All students can enrol in classes about the child's families' language and culture. The school uses an intercultural approach in its curriculum, textbooks, schedule and hiring practices. The child, along with all students and staff, learns how to live and learn in a diverse society.

WORST CASE

The school does not facilitate migrant students' integration. Many children in the country do not even enjoy their right to a full education. Only a few schools or ad hoc projects deal with integration. Most of the time, a migrant child is treated like all children of her or his age. Worse still, the teachers may only see the child as a problem. They have no way to reach out to parents like this, who speak different languages and come from different backgrounds. The child never properly learns her or his mother tongue or the language of the receiving society because language support is inadequate or non-existent. The child ends up with other migrant students in an underperforming school. Teachers and staff members are not representative of the diverse student body and cannot handle this diversity. The students themselves do not learn to respect and work together with people of diverse backgrounds.

Source: MIPEX, "Education", <<http://mipex.eu/education>>.

GOOD PRACTICES FOR INTEGRATION OF MIGRANT CHILDREN AND YOUTH

The trainer then presents an overview of relevant good practices in the integration of migrant children and youth in education based on assessments by the Organisation for Economic Co-operation and Development (OECD).²³

1. Support migrant students' sense of belonging at school:

- The psychological well-being of migrant students is affected not only by differences between their country of origin and receiving country, but also by how well the schools and local communities in their receiving country help them to overcome the myriad obstacles they face in succeeding at school and building a new life.

²³ *Immigrant Students at School: Easing the Journey towards Integration* (Paris: OECD publishing, 2015), <<http://www.oecd.org/education/immigrant-students-at-school-9789264249509-en.htm>>.

2. Tackle the concentration of disadvantage in schools hosting migrant students:

- Provide information to migrant parents on the schooling options available for their children; this can help parents overcome the financial and/or logistical barriers to accessing the school of their choice.
- Limit the extent to which advantaged schools can select students based on socio-economic status by providing financial incentives for over-subscribed schools to enrol migrant students.
- Retain and attract more advantaged students in schools that also host migrant students. For example, schools in disadvantaged areas can make their curricula more appealing to students from across the socio-economic spectrum by offering special mathematics, science and/or art courses.

3. Prioritize tackling language barriers and performance penalties for migrant students:

- Integrate language and subject learning from the earliest grades. Integrating migrant children into mainstream classes from the beginning of their schooling is associated with better outcomes than enrolling them first in preparatory language classes and delaying entry into mainstream courses. While language training is essential, it should be offered in addition to, not instead of, regular course work.
- Help teachers to identify students who need language training. Some countries, including Denmark and Germany, systematically assess children of preschool age in their language abilities. Strategies and pedagogies for developing second-language skills should be covered in both initial and in-service training for teachers who work with migrant students.

4. Promote the advantages of early learning programmes:

- Expand access to high-quality early childhood education and care programmes to encourage entry at the youngest possible age.
- Tailor programmes to the needs of pre-school migrant children, in particular by offering language-development activities.
- Reach out to migrant parents to raise their awareness of the learning programmes available for their children and how they can enrol their children in these programmes.
- Monitor the quality of early childhood education and care programmes. The quality of these programmes is not only measured by whether or not they comply with regulations, but by whether instructors are well-trained in working with young children and by whether the children's individual needs have been identified and are being met.

5. Address the drawbacks of grade repetition and early tracking for migrant students:

- Reduce or eliminate the use of ability grouping and grade repetition. Instead, identify struggling students early on and offer them extra support. For migrant students, identify language-training needs early on, since proficiency in reading is key to all learning.
- Avoid placing migrant students on an educational track early on. Both academic and vocational programmes can help students to acquire the skills they need to contribute to society and participate fully in the economy. Give migrant students enough instructional time to realize their full potential before assigning them to any particular programme of study.

6. Teach multicultural classes:

- Provide specific, formal training on diversity, intercultural pedagogy and language development for school leaders and teachers, in both initial and in-service training programmes.
- Train teachers in formative assessments, through which teachers track students' progress and adjust their teaching to meet the individual needs of students.
- Offer incentives for teachers and school leaders to work in disadvantaged schools. These can include specialized initial and in-service training, mentoring for teachers beginning work in these schools, financial rewards and professional recognition.

7. Capitalize on migrants' high aspirations – and their willingness to work to achieve them:

- The OECD's Programme for International Student Assessment has found, for example, that the parents of migrant students in Belgium, Germany and Hungary are more likely to expect that their children will earn a tertiary degree than the parents of students without a migrant background. This is remarkable, given that migrant students in these countries do not perform as well as, and their families are more socio-economically disadvantaged than, non-migrant students.

The trainer wraps up the first part of this session by underlining **two key learning points**:

- A **child's first language** should be acknowledged and valued as an important vehicle for learning and identity development. It also promotes diversity and strengthens cohesion, since well-integrated children with a positive future outlook contribute to the public good. The presence of language support teachers (cultural and linguistic mediators or bilingual classroom assistants) and the support from inside the school for their work is indispensable.
- **The professional development of teachers** in the areas of language and content integrated learning, intercultural pedagogy and multicultural classrooms must be a national priority in every country. A well-designed plan must be produced in every school, preferably in cooperation with universities, on how to create a learning community and support teachers' peer-learning. As long as migrant students are treated solely as language learners and students with whom teachers in second language acquisition primarily work, they will face unnecessary barriers. The whole-school approach is the only workable model.

PART 2: INTEGRATION MEASURES AND TYPES OF SUPPORT IN THE LOCAL COMMUNITY

The trainer starts by asking participants to come up with ideas on what various actors in their local community could do to support the integration of children and youth in schools and the local community.

The trainer distributes Module 8, Handout 2, and asks participants to discuss in groups the roles that different actors can play in promoting the integration of children and youth in schools and in the local community, and to write down their suggestions. The trainer encourages participants to consider gender perspectives. Are there more obstacles for girls than boys to participating in some of the proposed activities? Why is that and what can be done?

After completing the task, the trainer asks the groups to present their conclusions and provide arguments to support and/or examples of their suggestions. The trainer facilitates a whole group discussion on what is needed to mobilize actors from the local community to become engaged in promoting the integration of migrant children and youth.

MODULE 8, HANDOUT 2: PROMOTING INTEGRATION IN SCHOOLS AND IN THE LOCAL COMMUNITY

Discuss in your group the potential role of each actor in promoting integration, and then write down your suggestions in the right-hand column.

| Actor | What is their potential role in promoting the integration of children and youth in schools and in the local community? |
|--|--|
| Local government institutions (social services, the local police, etc.) | Schools: Local community: |
| Sports clubs | Schools: Local community: |
| Cultural clubs and culturally oriented activities | Schools: Local community: |
| Local library | Schools: Local community: |
| Associations representing different ethnic groups | Schools: Local community: |
| Parental organizations | Schools: Local community: |
| Local businesses | Schools: Local community: |
| Other actors? | Schools: Local community: |

PART 3: MIGRANT PARENTS AND THE INTEGRATION OF CHILDREN AND YOUTH

The trainer introduces part III by underlining the benefits of fostering strong relations between schools and migrant parents.

Using the relevant PowerPoint slides, the trainer outlines a number of reasons why relations between schools and migrant parents are often strained:²⁴

- Schools rarely have the structures, ideas, visions or practices needed to engage migrant parents in their children's schooling.
- There is a lack of basic understanding of why such co-operation could be useful. Perhaps unsurprisingly, this often results in parents initially being shut out of the school's activities.
- It is evident from much research that parents are willing to engage in schools, negotiate their position as equal partners with teachers and be strong advocates for children's educational rights. This is particularly true when parents realize that their children do not receive meaningful, high-quality and equal education and/or are exposed to negative treatment by teachers and peers.
- However, it seems that any kind of decisive impact is impossible unless parents find an ally to mediate their legitimate demands, either through a community organization from outside the school or through a dedicated principal or teacher.

After this introduction, the trainer gives participants five minutes to read the two examples from the United Kingdom on how schools and local communities can involve migrant parents. These examples are included in the *Trainee's Manual* and titled "A parent's guide to schooling" and "Involving parents through support and 'parent champions'".

The trainer then invites participants to discuss their answers to the following questions in groups, and facilitates a discussion.

- Why is it so difficult to forge good and effective relations between schools and migrant parents?
- Would it be possible to apply the abovementioned good practices in your country, region or municipality?
- What would be needed to do so?
- Who is responsible for implementing such measures?
- Would you be ready to begin work on this after having taken this course?
- What would be your first step?

The trainer concludes Module 8 by underlining key learning points from all topics covered during the session, highlighting the need to undertake the following measures to improve the academic success and well-being of students with a migrant background:²⁵

- Students' previous knowledge is assessed, understood and recognized.
- Targeted language training is provided.
- Students' first language is acknowledged and valued.
- Students are taught by highly skilled professionals who are actively involved in the community.
- There are natural zones of inclusion with non-migrant students.
- Additional support is offered to disadvantaged students (such as by language support teachers) and schools ensure the availability of and participation in extracurricular activities.

24 Bunar, N. (ed.), *Education – hope for newcomers in Europe* (Brussels: Education International, 2018), <https://issuu.com/educationinternational/docs/28_feb_doc_web>.

25 OECD 2018 op.cit. page 14.

- An ethos of inclusion, a whole school approach and zero-tolerance of discrimination and bullying lie at the heart of the school's culture.
- Parents are provided platforms for their active involvement and a tangible opportunity to advocate for their children's educational rights.

MODULE 8: BACKGROUND RESOURCES

- Bunar, N., “Migration and Education in Sweden: Integration of Migrants in the Swedish School Education and Higher Education Systems”, NESET II ad hoc question No. 3, 2017, <<http://nesetweb.eu/wp-content/uploads/2016/02/Migration-and-Education-in-Sweden.pdf>>.
- Bunar, N. (ed.), *Education – hope for newcomers in Europe* (Brussels: Education International, 2018), <https://issuu.com/educationinternational/docs/28_feb_doc_web>.
- *Education International Refugee Education Conference – providing education to refugee children from conflict areas in the Middle East. Fast track to equal opportunities and integration* (Brussels: Education International, 2016), <<https://eventmobi.com/api/events/15031/documents/download/5f6c7b88-1b28-4c4c-ae66-dco209745462.pdf/as/Education%20Refugee%20Conference%20Reader.pdf>>.
- *Promoting the Educational Success of Children and Youth Learning English: Promising Futures*, United States National Academies of Sciences, Engineering, and Medicine (Washington: The National Academies Press, 2017), <<http://www.nationalacademies.org/hmd/Reports/2017/promoting-the-educational-success-of-children-and-youth-learning-English.aspx>>.
- *Teaching Academic Content and Literacy to English Learners in Elementary and Middle School*, United States Department of Education (Washington: The Institute of Education Sciences, 2017), <<https://ies.ed.gov/ncee/wwc/PracticeGuide/19>>.
- *Helping immigrant students to succeed at school – and beyond* (Paris: OECD, 2015), <<https://www.oecd.org/education/Helping-immigrant-students-to-succeed-at-school-and-beyond.pdf>>.
- Ofsted, “Overcoming barriers: ensuring that Roma children are fully engaged and achieving in education”, 2014, <https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/430866/Overcoming_barriers_-_ensuring_that_Roma_children_are_fully_engaged_and_achieving_in_education.pdf>.
- Eurostat “Young people – migration and socioeconomic situation”, 2014, <http://ec.europa.eu/eurostat/statistics-explained/index.php/Young_people_-_migration_and_socioeconomic_situation>.
- *Immigrant students at school – Easing the journey towards integration*, (Paris: OECD, 2015), <<http://www.oecd.org/education/immigrant-students-at-school-9789264249509-en.htm>>.
- Schneider, J. et al., *Handbook Mentoring: Mentoring for migrant youth in education – A handbook on how to make mentoring sensitive to a diverse student population* (Sirius Network, 2017), <<http://www.sirius-migrationeducation.org/handbook-mentoring/>>.
- Flaris, P. and Severiens, S., *Handbook of NAOS Study Visits: A Synthesis of Good Practices in Teachers’ Professional Development in Primary and Secondary Schools* (Brussels: Sirius NAOS, 2017), <<http://naos.risbo.org/wp-content/uploads/2017/08/Handbook-study-visits.pdf>>.

- European Union Agency for Fundamental Rights (FRA), “Current migration situation in the EU: Education”, 2017, <<http://fra.europa.eu/en/publication/2017/current-migration-situation-eu-education>>.
- *EUROCITIES: Cities' actions for the education of refugees and asylum seekers* (Brussels: European Commission, 2017), <http://nws.euocities.eu/MediaShell/media/Education%20report_Final%20Version.pdf>.
- Nonchev, A. and Tagarov, N., *Integrating refugee and asylum-seeking children in the educational systems of EU member states* (Sofia: Center for the Study of Democracy, 2012), p. 53, <http://www.csd.bg/fileadmin/user_upload/INTEGRACE_handbook.pdf>.
- Lahdenperä, P., “From monocultural to intercultural ways of thinking on integration and development of education” in *Language, Inclusion and Labour Markets* (Torshavn: Nordiska Ministerrådet, 2017), <<http://mdh.diva-portal.org/smash/get/diva2:1139329/FULLTEXT01.pdf>>.
- United Nations, *International Migration Report – Highlights* (New York: UN, 2017), <<https://www.un.org/development/desa/publications/international-migration-report-2017.html>>.
- MALDEF, “School Bullying and Harassment Based on Actual or Perceived Race, Ethnicity, National Origin, or Immigration Status FAQs for Students, Educators, and Social Service Providers”, 2017, <http://maldef.org/assets/pdf/21317_MALDEF_NEA_on_Bullying_Schools.pdf>.
- “Promoting citizenship and the common values of freedom, tolerance and non-discrimination through education”, Informal Meeting of European Union Education Ministers, Paris, 2016, <https://euroclio.eu/wp-content/uploads/2016/04/citizenship-education-declaration_en.pdf>.
- *The resilience of students with an immigrant background* (Paris: OECD publishing, 2018), <<http://www.oecd.org/education/the-resilience-of-students-with-an-immigrant-background-9789264292093-en.htm>>.

USEFUL WEBSITES:

- TES, “Teachers TV: Refugee Kids”, <<https://www.tes.com/teaching-resource/teachers-tv-refugee-kids-6047898>>.
- UNHCR, “Teaching Resources”, <<http://www.unhcr.org/teaching-resources.html>>.
- MIPEX, “Education”, <<http://mipex.eu/education>>.
- European Commission, “School education for migrants”, <https://ec.europa.eu/education/policy/migration/schools_en>.
- Migrant Rights Centre Ireland, “Migrant Education Access”, <<http://www.mrci.ie/tag/migrant-education-access/>>.
- Migrant Rights Centre Ireland, “Young People and Education”, <<https://www.mrci.ie/our-work/young-people-education/>>.

MODULE 9:
MIGRANT HEALTHCARE

MODULE 9: TRAINER'S INSTRUCTION

Suggested total duration: 2 hours

| Suggested duration | Session |
|--------------------|--|
| 75 min. | Session 1: Migrants' rights and access to healthcare |
| 45 min. | Session 2: Good practices in migrants' access to healthcare in receiving countries |

AIMS OF MODULE 9:

- To enhance participants' understanding of the complex interplay between migration and health;
- To familiarize participants with discourses around the human right to health, equity in health, social determinants of health and definitions of quality of care;
- To familiarize participants with the MIPEX health strand as a tool to assess and compare the inclusiveness of different healthcare systems;
- To familiarize participants with the importance of information and appropriate tools to communicate information to migrant patients;
- To introduce participants to Codes of Conduct for medical doctors as an instrument to safeguard information for migrant patients, as well as to the European organizational guidelines on improving hospitals ("Migrant Friendly Hospitals"); and
- To introduce participants to internet-based models to improve access to health information for migrants.

Note: The trainer should be aware that this module can elicit apprehension and negative comments from participants. Prejudices against migrants and the supposed prevalence of infectious diseases among them are still common; it is important that the trainer challenge such prejudices without alienating participants. It is recommended that the trainer steer the discussion towards facts that disprove such myths.

This module also covers sexual and reproductive health; these topics are approached differently in different countries. It is important to discuss all topics, but attention to specific cultural sensitivities and the audience is advised.

SESSION 1: MIGRANTS' RIGHTS AND ACCESS TO HEALTHCARE

Suggested duration: 75 minutes

| | |
|-----------------------------------|---|
| Content | Health and migration Health as a human right and international standards Social determinants of health and equity in health Migrant health and vulnerabilities Measuring migrants' integration into national healthcare systems – the MIPEX health strand |
| Methodology | Presentation Facilitated group discussion Group exercise |
| Materials for the trainer | PowerPoint presentation |
| Materials for participants | <i>Trainee's Manual</i> Flipchart |

The trainer starts by providing participants with a brief overview of the module, using the PowerPoint slides to present the aims and the structure of the two sessions.

HEALTH, HUMAN RIGHTS AND MIGRATION

Using the PowerPoint presentation, the trainer begins Session 1 with a short introductory note on the interplay between health and migration.

Health is integral to well-being and affects the degree to and manner in which a person engages with society as a whole. Healthier migrants are able to work and earn more and can build broader social networks. In turn, fuller integration improves health outcomes, as migrants increasingly have the ability to seek healthcare when needed.

As migrants generally have to be in good health to be able to migrate, they tend to be healthier than non-migrants – the so-called “healthy migrant effect” – but this effect fades with the length of time spent in the receiving country. The quality of life in the country of origin, the migration process itself and working and living conditions in the receiving country also affect migrants' health outcomes. Some migrant groups, such as refugees, are particularly vulnerable and may be more prone to certain diseases or mental disorders. The migratory experience itself can cause stress, which may affect migrants' health outcomes in different ways later on, depending on the socio-economic and health conditions in the country of origin and how well they settle into the receiving country.²⁶

The trainer then presents the PowerPoint slides on international standards on the **right to health**.

²⁶ *Indicators of Immigrant Integration 2015: Settling In* (Paris: OECD Publishing, 2015), <<http://dx.doi.org/10.1787/9789264234024-en>>.

Health is enshrined as a human right in various supranational documents:

- Internationally, it was first articulated in the 1946 **Constitution of the World Health Organization** (WHO).
- Article 25 of the 1948 **Universal Declaration of Human Rights** mentions health as part of the right to an adequate standard of living.
- Article 12 of the 1966 **International Covenant on Economic, Social and Cultural Rights** recognizes the right to health as a human right.
- The adoption of **Resolution 61.17 on Migrant Health** during the 2008 World Health Assembly reaffirmed the need for a rights-based, equity-driven and multi-sectoral approach that strengthens health systems.
- Article 35 of the **Charter of Fundamental Rights of the European Union** states that “Everyone has the right of access to preventive healthcare and the right to benefit from medical treatment under the conditions established by national laws and practices.”
- Article 13(2) of the Parliamentary Assembly of the Council of Europe’s 2006 **Resolution on the Human Rights of Irregular Migrants** names access to emergency care as a minimum standard to ensure the fundamental right to healthcare.

Key facts on human rights and health

Using the PowerPoint presentation, the trainer presents the following key facts, as developed by the World Health Organization (WHO), on government policies and practices relating to the right to health:²⁷

- “The WHO Constitution (1946) envisages ‘...the highest attainable standard of health as a fundamental right of every human being.’
- “Understanding health as a human right creates a legal obligation on states to ensure access to timely, acceptable, and affordable health care of appropriate quality as well as to providing for the underlying determinants of health, such as safe and potable water, sanitation, food, housing, health-related information and education, and gender equality.
- “A state’s obligation to support the right to health – including through the allocation of “maximum available resources” to progressively realize this goal – is reviewed through various international human rights mechanisms, such as the *Universal Periodic Review*, or the *Committee on Economic, Social and Cultural Rights*. In many cases, the right to health has been adopted into domestic law or constitutional law.
- “A rights-based approach to health requires that health policy and programmes must prioritize the needs of those furthest behind towards greater equity, a principle that has been echoed in the recently adopted *2030 Agenda for Sustainable Development* and *Universal Health Coverage*.
- “The right to health must be enjoyed without discrimination on the grounds of race, age, ethnicity or any other status. Non-discrimination and equality requires states to take steps to redress any discriminatory law, practice or policy.
- “Another feature of rights-based approaches is meaningful participation. Participation means ensuring that national stakeholders – including non-state actors such as non-governmental organizations – are meaningfully involved in all phases of programming: assessment, analysis, planning, implementation, monitoring and evaluation.”

27 World Health Organization (WHO), “Human rights and Health: Key Facts”, 29 December 2017, <<http://www.who.int/mediacentre/factsheets/fs323/en/>>.

SOCIAL DETERMINANTS OF HEALTH AND EQUITY IN HEALTH

Using the PowerPoint presentation, the trainer then outlines the issue of equity and social determinants of health. The social determinants of health are the conditions in which people are born, grow, live, work and age. These circumstances are shaped by the distribution of money, power and resources at global, national and local levels. The social determinants of health are mostly responsible for health inequities – the unfair and avoidable differences in health status seen within and between countries.²⁸

Social inequalities in health arise from inequalities in the conditions of daily life and the fundamental drivers that give rise to them: inequities in power, money and resources. As the WHO has noted, “Social injustice is killing on a grand scale”.²⁹ Because these inequalities are deemed to be unfair they are known as “inequities”.³⁰ As the product of societies, these inequities can be reversed by implementing the appropriate policies.³¹

The **European Union** has confirmed that the reduction of inequity in health is of special importance for migrant groups, including irregular migrants.³² As noted in the European Parliament Resolution of 8 March 2011: “Universality, access to high-quality care, equity and solidarity are common values and principles underpinning the health systems in the EU Member States”.

The trainer underlines that **OSCE participating States** have also recognized the importance of migrants’ equal access to healthcare, highlighting the commitment made in the **1992 Helsinki Declaration**.

The trainer highlights the **WHO Declaration of Alma-Ata** (1978) as a milestone in the debate on equity in health.³³ It expressed the need for urgent action by all governments, health and development workers, and the world community to protect and promote the health of all people. It was the first international declaration to underline the importance of primary healthcare, emerging as a major milestone of the twentieth century in the field of public health.

GROUP EXERCISE ON MIGRANT HEALTH AND VULNERABILITIES

The trainer asks participants to form two to three groups. Each group is asked to identify as many barriers to migrants’ access to healthcare as they can, and to write these up on a flipchart.

Following each group’s presentation, the trainer returns to the PowerPoint presentation to highlight the two social determinants of health that relate specifically to migrants:

28 WHO, “Social determinants of health”, <http://www.who.int/social_determinants/sdh_definition/en/>.

29 *Closing the gap in one generation: health equity through action on the social determinants of health* (Geneva: WHO, 2008), <http://apps.who.int/iris/bitstream/handle/10665/43943/9789241563703_eng.pdf;jsessionid=67CoDoDF98223FC6oAoB6158B1EoACF1?sequence=1>.

30 Kawachi, I. et al., “A glossary for health inequalities”, *Journal of Epidemiology & Community Health*, 2002 <<https://jech.bmj.com/content/56/9/647>>.

31 Dalgren, G. and Whitehead, M., *European strategies for tackling social inequalities in health* (Geneva: WHO, 2007), <http://www.euro.who.int/__data/assets/pdf_file/0018/103824/E89384.pdf>.

32 European Parliament Committee on the Environment, Public Health and Food Safety, “Report on reducing health inequalities in the EU”, 8 February 2011, <<http://www.europarl.europa.eu/sides/getDoc.do?type=REPORT&reference=A7-2011-0032&language=EN>>.

33 WHO, “WHO called to return to the Declaration of Alma-Ata”, <http://www.who.int/social_determinants/tools/multimedia/alma_ata/en/>.

- Migrants may be in a less favourable social position in terms of the availability of power, money and resources; and
- Migration itself may be a social determinant of health.³⁴

The trainer then explains how poverty and migrant status can affect migrants' access to healthcare.

Using the PowerPoint presentation, the trainer then highlights how migrants are deemed to be potentially vulnerable when it comes to integration into healthcare systems, outlining the possible drivers of their vulnerability:³⁵

- Low socio-economic status
- A lack of knowledge about the healthcare system in the receiving country
- A lack of knowledge about their legal entitlements to healthcare
- False expectations due to limited experience
- Limited proficiency of the local language
- Risk of discrimination
- For migrants with an irregular status, restricted entitlements to access services

Using the PowerPoint presentation, the trainer then discusses migrants' mental health, the gender aspects of migrant health and access to healthcare, and concludes the topic.

MEASURING THE INTEGRATION OF MIGRANTS INTO NATIONAL HEALTHCARE SYSTEMS

The trainer then moves on to presenting how the integration of migrants into national healthcare systems can be measured, with a focus on the MIPEX example.

The health strand of the Migrant Integration Policy Index (MIPEX) is a questionnaire designed to supplement the existing seven strands of MIPEX (introduced in Module 1), which in its latest edition (2015) monitors policies affecting migrant integration in 38 different countries. The health strand questionnaire is based on the "Recommendations on Mobility, Migration and Access to Health Care" adopted by the Council of Europe in 2011, which in turn were based on a consultation process that lasted two years and involved researchers, intergovernmental organizations, non-governmental organizations and a wide range of specialists in healthcare for migrants. The work formed part of the EQUI-HEALTH project carried out by the International Organization for Migration (IOM) from 2013 to 2016,³⁶ in collaboration with the Migration Policy Group (MPG) and the European Co-operation on Science and Technology (COST) action on Adapting European health services to diversity (ADAPT).³⁷

34 Karl-Trummer, U. and Sardadvar, S., "The interplay of health, migrant status and socioeconomic status in eight EU countries", in Ingleby, D. et al. (eds.), *COST Series on Health and Diversity. Vol. 1: Health inequalities and risk factors among migrants and ethnic minorities* (Antwerp: Garant, 2012), p. 79.

35 Rechel, B. et al. (eds.), *Migration and health in the European Union* (Berkshire: Open University Press, 2011).

36 Equi-Health: Fostering health provision for migrants, the Roma, and other vulnerable groups, <<http://equi-health.eea.iom.int/>>.

37 European in Science and Technology (COST), "Adapting European health systems to diversity (ADAPT)", <http://www.cost.eu/COST_Actions/isch/IS1103>.

The trainer highlights that the questionnaire measures the equitability of policies in four areas:

1. Migrants' entitlements to health services;
2. Accessibility of health services for migrants;
3. Responsiveness to migrants' needs; and
4. Measures to achieve change.

BEST-CASE SCENARIO IN MIGRANTS' HEALTHCARE:

All residents have the same healthcare coverage as nationals in law and in practice. To access their entitlements, all residents can receive information in various languages and via different methods, including cultural mediators. Healthcare providers are informed of these entitlements, allowed to serve all residents and equipped to meet their needs through training, various interpretation methods, adapted diagnostic methods and a diverse staff. Health policies support these changes and also respond to the needs of an increasingly diverse society.

WORST-CASE SCENARIO IN MIGRANTS' HEALTHCARE:

Regular migrants, asylum-seekers and undocumented migrants cannot access the healthcare system, except perhaps emergency care. Even then, their access may depend on providers' discretion and burdensome documentation. Migrants do not know how to access the healthcare system or address major health issues. Service providers are forced to report undocumented migrants and are sanctioned for serving them. Providers do not have the training or staff to serve migrant clients and their health needs. Policy hinders any improvements, as migrants are ignored in health policy, data and research, while healthcare is ignored as an area of integration policy.

The trainer then invites participants to share their views on how migrants' access to their national/local healthcare services could be described. The trainer then facilitates a discussion to summarize the key learning points, and concludes the session.

SESSION 2: GOOD PRACTICES IN MIGRANTS' ACCESS TO HEALTHCARE IN RECEIVING COUNTRIES

Suggested duration: 45 minutes

| | |
|-----------------------------------|---|
| Content | Good practices for ensuring professional responsiveness Good practices for healthcare organization Good practices for easy access to health information |
| Methodology | Presentation Facilitated group discussion |
| Materials for the trainer | PowerPoint presentation |
| Materials for participants | <i>Trainee's Manual</i> Flipchart |

GOOD PRACTICES IN MIGRANTS' ACCESS TO HEALTHCARE

The trainer begins the session by summarizing the main challenges for migrants in accessing healthcare, with an emphasis on access to information about relevant healthcare services as being a particular challenge. For that reason, many good practices are focused on improving access to information on healthcare.

Using the PowerPoint presentation, the trainer presents the key issues as follows:

- Language problems and a lack of professional interpreters in healthcare settings;
- Cultural differences and, in some cases, an unwillingness on both sides to engage in intercultural communication; and
- A lack of knowledge of the receiving country's healthcare system among migrant patients, including on where to find appropriate information.

The trainer presents three good practices to ensure migrants' access to healthcare:

- conduct/ethics to ensure professionalism;
- The Migrant Friendly Hospital initiative as a good practice for healthcare organizations; and
- The ZANZU platform: an initiative to make culturally sensitive information easily accessible to migrants through technology.

CODES OF CONDUCT/ETHICS: A GOOD PRACTICE TO ENSURE PROFESSIONALISM

Codes of conduct or codes of ethics are written policies that define and guide professional behaviour for a particular role. For medical doctors, they are developed by medical associations with the (limited) involvement of stakeholders.

Typically, codes of conduct consist of three elements

1. An introductory statement detailing who the code is aimed at, how it was developed and its ethical basis;
2. The code's principles, such as valuing patient autonomy and informed decision-making; and
3. Guidelines concerning the implementation of principles, such as how to ensure informed decision-making.

Important elements of codes of conduct for healthcare professionals include how to communicate with patients and how to be respectful of their values and beliefs. This is particularly relevant for engaging with migrant patients, who may have limited knowledge of the local language and a different values system different from that of the local community.

Most codes of conduct for medical doctors provide guidance on communicating with patients and conveying information properly. Some also refer explicitly to migrant patients and the challenges of language barriers and cultural diversity.

Good practice example: the Canadian Code of Ethics

The following are relevant excerpts of the Canadian Code of Ethics:

17. In providing medical service, do not discriminate against any patient on such grounds as age, gender, marital status, medical condition, national or ethnic origin, physical or mental disability, political affiliation, race, religion, sexual orientation, or socioeconomic status.
22. Make every reasonable effort to communicate with your patients in such a way that information exchanged is understood.

Source: Canadian Medical Association (CMA), "Policy Code of ethics of the CMA", 2004, <https://www.cma.ca/Assets/assets-library/document/en/advocacy/policy-research/CMA_Policy_Code_of_ethics_of_the_Canadian_Medical_Association_Update_2004_PD04-06-e.pdf>.

THE MIGRANT FRIENDLY HOSPITAL INITIATIVE: A GOOD PRACTICE FOR HEALTHCARE ORGANIZATIONS

The European project "Migrant Friendly Hospitals" (MFH), co-funded by the European Commission's Directorate-General for Health and Consumer Protection (SANCO), brought together hospitals from 12 member states of the European Union, as well as experts, international organizations and networks, and appointed a scientific institution as the initiative's co-ordinator. These partners agreed to ensure that migrant-friendly, culturally competent healthcare and health promotion were placed higher on the European health policy agenda, and to provide support to other hospitals by compiling practical knowledge and instruments. As part of the initiative, three sub-projects were conducted in selected European hospitals in order to test the feasibility of making hospitals more migrant-friendly and culturally competent. The sub-projects were implemented and financed locally but supported by the European benchmarking process.

The results of a needs assessment showed that the most important measures to improve migrants' access to healthcare services include:

1. Providing professional interpretation services to facilitate communication with migrant patients;
2. Providing patient information and education materials in appropriate formats, taking into account language, culture and literacy levels; and
3. Training hospital staff on how to act in a culturally sensitive manner and how to use interpretation services.

As a result of this initiative, a set of European recommendations on policies for hospitals and other stakeholders were developed. The Amsterdam Declaration towards Migrant Friendly Hospitals in an ethno-culturally diverse Europe was launched at a conference on “Hospitals in a Culturally Diverse Europe” in Amsterdam, December 2004.³⁸

THE ZANZU PLATFORM: USING TECHNOLOGY TO MAKE CULTURALLY SENSITIVE INFORMATION EASILY ACCESSIBLE TO MIGRANTS

Providing appropriate and easily accessible information for migrant groups is essential to the integration of migrants into healthcare systems. This information must take into consideration migrants' language skills and literacy levels, as well as the possible existence of cultural barriers to accessing or discussing sensitive information, such as about reproductive and sexual health.

The ZANZU website and app helps to meet these challenges by creating a multilingual platform. The platform provides information on sexual and reproductive health to migrants in 13 languages and pictographs.

The trainer can present information on the platform via the PowerPoint presentation or by showing participants the ZANZU webpage (<https://www.zanzu.de/en/#lang=select>) and exploring how the information is presented in an easily accessible manner.

Zanzu was created by the German Federal Centre for Health Education (*Bundeszentrale für gesundheitliche Aufklärung*, or BZgA), and Sensoa, the Flemish Expertise Centre for Sexual Health. BZgA is a specialist department within the German Federal Ministry of Health, and is responsible for health education and health promotion activities on behalf of the Federal Government. BZgA is also a World Health Organization (WHO) collaborating centre for sexual and reproductive health. Sensoa is the official partner organization of the Flemish Ministry of Welfare, Public Health and Family, and implements the Flemish Government's policy on sexual health. The content on the website was approved by an international advisory board of European experts in the field of sexual and reproductive health, including representatives of WHO.

GROUP DISCUSSION AND CONCLUSION

The trainer then invites participants to comment on these examples of good practice. Do they think they could be applicable in their national or local context? What challenges could they help to address or face in implementation?

The trainer facilitates the discussion, repeating learning points and underscoring key messages, and invites participants to raise any final questions before concluding the session.

The trainer also refers participants to the background resources contained in the *Trainee's Manual* for further reading and future reference.

³⁸ Migrant Friendly Hospitals (MFH), “The Amsterdam Declaration Towards Migrant-Friendly Hospitals in an ethno-culturally diverse Europe”, Amsterdam, 2004, <http://www.mfh-eu.net/public/conference_-_december_2004/>.

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**MODULE 10:
CIVIC AND POLITICAL
PARTICIPATION OF
MIGRANTS AT THE LOCAL
AND NATIONAL LEVELS**

MODULE 10: TRAINER'S INSTRUCTIONS

Suggested total duration: 90 minutes

| Suggested duration | Session |
|--------------------|---|
| 90 min. | Session 1: Forms of migrant engagement in the civic and political life of receiving countries |

AIMS OF MODULE 10:

- To enhance participants' understanding of the various ways in which migrants' participate in the civic and political life of their receiving countries;
- To familiarize participants with the three main types of civic and political participation available to migrants; and
- To explore examples and good practices of promoting migrants' civic and political participation.

SESSION 1: FORMS OF MIGRANT ENGAGEMENT IN THE CIVIC AND POLITICAL LIFE OF RECEIVING COUNTRIES

Suggested duration: 90 minutes

| | |
|-----------------------------------|--|
| Content | International legal framework on migrants' civil and political rights Forms of migrant civic and political participation Freedom of association, trade unions and political parties Electoral rights of migrants Consultative bodies |
| Methodology | Trainer's introduction and presentation Group work Discussions |
| Materials for the trainer | PowerPoint presentation |
| Materials for participants | <i>Trainee's Manual</i> Module 10, Handout 1 |

INTRODUCTION

The trainer asks participants to name different forms of civic and political participation (such as voting in elections), and whether migrants in their country can engage in these forms of participation and whether, to their knowledge, the situation is different in other countries. The trainer then asks participants whether and how they think civic and political participation is important for migrants' integration.

INTERNATIONAL AND REGIONAL STANDARDS

Using the PowerPoint presentation, the trainer outlines the international legal framework relating to migrants' civil and political rights.

The trainer notes that there are three main forms of civic and political participation:

1. Participation in voluntary associations and civil organizations, trade unions and political parties;
2. Electoral participation – the right to vote in national, regional and local elections, and the right to stand in local elections; and
3. Participation in consultations of the state authorities with the population at national, regional or local levels.

The trainer explains that there is no uniform definition of “migrant political participation” in international law. At the same time, international legal standards guarantee all migrants, including undocumented migrants, access to nearly all civic and political rights, including the rights to freedom of expression, assembly and association, as well as trade union membership (namely, the International Covenant on Civil and Political Rights and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families).

However, international standards also allow for restrictions on electoral rights, either with regard to elections in migrants' country of origin or in their receiving country.

The trainer then outlines the regional standards relevant to many OSCE participating States, including OSCE commitments and conclusions from OSCE human dimension seminars.

Council of Europe standards

- The **European Convention on Human Rights** reinforces the right to freedom of assembly and association, freedom of thought, conscience and religion, and freedom of expression, but permits certain restrictions on the “political activities of aliens” (Article 16).
- The 1992 Council of Europe Committee of Ministers’ **Convention on the Participation of Foreigners in Public Life at Local Level** deals with: (1) freedom of speech, assembly, association and the right to be involved in local public inquiries, planning procedures and consultation procedures; (2) the obligation to encourage and facilitate local consultative bodies of foreign residents; and (3) the right to vote at the local level after a maximum of five years’ residence (including the possibility to run for public office, at the discretion of signatory states).
- The 1977 **European Convention on the Legal Status of Migrant Workers** obliges signatories to grant migrant workers the same right as nationals to organize in order to protect their economic and social interests, as well as to facilitate their equal participation in the affairs of an enterprise.

European Union standards

- The **Charter of Fundamental Rights** and other European Union instruments confirm the political rights of all European Union residents under Article 11 (freedom of expression and information) and Article 12 (freedom of assembly and of association).
- In the European Union, long-term residents (Directive 2003/109/EC), holders of single work or residence permits (Directive 2011/98/EU) and holders of the European Union Blue Card (Directive 2009/50/EC) must also be granted the same rights as European Union nationals to freedom of association and representation in unions and professional organizations.
- Under Article 22 of the Lisbon Treaty, European Union citizens residing in another member state also have the right to vote and run for public office in local and European elections in their country of residence.

OSCE commitments

- Although there are no OSCE commitments relating specifically to migrants’ political participation, some OSCE participating States have made general reference to the political participation of regular migrant workers.
- In the 1991 Moscow Document (Article 38.2), OSCE participating States committed to adopting “appropriate measures that would enable migrant workers to participate in the life of the society of the participating State”.
- In the 1992 Helsinki Decision on the Human Dimension, OSCE participating States also committed to the following:

“(38) [Participating States] Will, in accordance with their domestic policies, laws and international obligations seek, as appropriate, to create the conditions for promoting equality of opportunity in respect of [...] access to trade unions [...] or lawfully residing and working migrant workers.”

Practices relating to the political participation of migrants have been also discussed by OSCE participating States at specialized **Human Dimension Seminars**, including recommendations for states to:

- “Co-operate closely with migrant interest groups for the purposes of awareness-raising on specific issues, capacity-building and consultation in decision-making on issues related to migrants” (Human Dimension Seminar on Migration and Integration, Warsaw, 11–13 May 2005); and
- “Provide migrants legally residing in host countries with opportunities for participation in public life, such as voting rights in municipal elections, representation in consultative/ advisory bodies, and membership in trade unions” (Human Dimension Seminar on Effective Participation and Representation in Democratic Societies, Warsaw, 16–18 May 2007).

FREEDOM OF ASSOCIATION AND OTHER FORMS OF PARTICIPATION

The trainer outlines the various forms of participation related to the freedom of association, including migrant associations, volunteering, participation in mainstream non-governmental organizations and recreational clubs, etc., as well as membership in trade unions and political parties.

As an example, the trainer plays a short video included in the PowerPoint presentation on volunteering: <https://www.youtube.com/watch?v=ozTiYT5dxPo>.

The trainer explains that migrants are often willing to participate in the life of their receiving communities; some find a way to do so themselves, but many others are unaware of the available opportunities.

Using the PowerPoint presentation, the trainer presents the good practices facilitating migrants' participation included in the *Trainee's Manual*.

MIGRANTS' ELECTORAL RIGHTS

The trainer then discusses migrants' electoral rights, including the right to vote in elections (active electoral right) and the right to stand in elections as a candidate (passive electoral rights).

Using the PowerPoint presentation, the trainer explains that in terms of migrants' voting rights, OSCE participating States can be divided into four categories:

1. States that grant non-nationals both the right to vote (active voting right) and the right to run as a candidate (passive voting right) at the local and national levels;
2. States that grant migrants the right to vote, but not to be elected;
3. States that limit voting rights to migrants from selected countries, usually based on the principle of reciprocity (typically for migrants from countries with colonial ties to the receiving country); and
4. States that do not grant any voting rights to non-nationals.

The trainer provides examples of OSCE participating States that have granted electoral rights to migrants, such as Ireland, where all migrants irrespective of residency status can vote in local elections after three months.

The trainer then presents examples of good practices in promoting migrants' civic and political rights, including:

- Finland's "iCount" project aimed at mobilizing migrants to participate in elections;
- the "I can vote" campaign by Luxembourg's Ministry for Family Affairs, Integration and the Greater Region; and
- the example of migrant candidates' participation in local elections in Ireland.

CONSULTATIVE BODIES

The trainer goes on to discuss migrants' participation in state-run consultations, using examples of migrant consultative bodies. The trainer outlines the three main forms of migrants' participation in consultative bodies:

1. Consultative bodies with exclusively non-national members;
2. Consultative bodies with mixed membership of foreign residents and nationals; and
3. The participation of representatives of migrant populations in an advisory capacity in local authority committees.

Using the PowerPoint presentation, the trainer provides examples of migrants' participation in consultative bodies in selected OSCE participating States, including in the Reykjavik Multicultural Council (Iceland) and the Council for Migration (Portugal).

The trainer concludes by discussing the recommendations on improving the effectiveness of migrant consultative bodies provided in *Local consultative bodies for foreign residents* (2004), included in the *Trainee's Manual*.

GROUP EXERCISE ON CIVIC AND POLITICAL PARTICIPATION AND MIGRANT INTEGRATION

The trainer divides participants into two or three groups. Each group selects a rapporteur and reads the interview in Module 10, Handout 1 and discuss the following questions:

- Why is civic and political participation important for migrants' integration?
- What civic and political rights should migrants enjoy?
- What forms of civic and political participation should migrants have access to? Consider, for example, migrant associations, community-based non-governmental organizations, trade unions, political parties, voting, running as a candidate and participating in formal and informal consultative bodies.

When the participants are ready, the trainer selects one group to present their answers and then asks the other groups to add to the first group's responses.

CONCLUSION

The trainer wraps up the session, emphasizing that there is a general consensus among experts in the field to state that promoting the civic and political participation of migrants helps ease the integration process and that this is best done with the support of public institutions. Using the final PowerPoint presentation, the trainer highlights that this can be done in four main ways:

- Guaranteeing the civic and political rights of migrants in the constitution;
- Raising awareness about migrants' right to participate in the civic and political life of their receiving country among migrant communities, mainstream society, relevant organizations and political parties, among others;
- Eliminating the barriers migrants may face in exercising their civic and political rights, including through special targeted actions; and
- Building migrants' capacity and equipping them with the skills needed to exercise their civic and political rights, in particular those migrant groups that are often excluded or under-represented in civic and political life, such as youth and women.

The trainer asks participants to provide examples for each of these steps, fields any questions and comments and concludes Module 10.

The trainer also refers participants to the background resources contained in the *Trainee's Manual* for further reading and future reference.

MODULE 10, HANDOUT 1: CIVIC AND POLITICAL PARTICIPATION AND MIGRANT INTEGRATION

GROUP DISCUSSION

Please read the interview with Elena Secas, a local councillor in Limerick, Ireland. A migrant from Moldova, Elena Secas became actively involved in local politics and was elected as a local councillor.

In groups please discuss the following questions and prepare to report back to the whole group:

1. Why is civic and political participation important for migrants' integration?
2. What civic and political rights should migrants enjoy?
3. What forms of civic and political participation should migrants have access to? Consider, for example, migrant associations, community-based non-governmental organizations, trade unions, political parties, voting, running as a candidate and participating in formal and informal consultative bodies.

Interview with Elena Secas, local councillor in Limerick³⁹

Shouldn't political rights, including membership in political parties, voting or running in elections as a candidate be reserved for citizens only? Why?

I wouldn't think so. We live in a changing world where societies are being re-shaped by transnational migration, which inevitably leads to demographic, economic, social and political changes. And for democracy to be compatible with its diversity, and also in order to reflect a diverse society, it is necessary to have political integration.

How did your local constituents react to having a councillor who was from a different country?

Well, it was my local constituents who put their trust in me and gave me their vote. I believe that once you show that you can deliver, people will give you a chance.

Do you try to address the needs of the local migrant population?

I was elected to represent everybody and am trying my best to be fair to everyone and represent everyone at the local level to the best of my abilities.

³⁹ Based on an interview with Elena Secas by Joanna Fomina, 25 April 2018.

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ANNEX 1: TRAINING EVALUATION

PARTICIPANT FEEDBACK FORM

No.

To be completed by participants at the end of the event.
Forms are anonymous and are treated confidentially.

TITLE OF EVENT

LOCATION AND DATE



About you

| | | | |
|--|------------------|----------------------------------|-------------------------|
| Gender: | Male | Female | Other/prefer not to say |
| Age: | 30 or under | Over 30 | |
| Organization type <i>(please circle one)</i> | Government body | Academic body | |
| | Parliament | Civil society organization | |
| | Judiciary | OSCE | |
| | Other state body | Other international organization | |
| | Political Party | Other | |

How would you describe your job in terms of your policy decision-making responsibilities?
(please circle the number next to the statement that most closely reflects your situation)

- 1 I mainly make policy-level decisions on behalf of my organization.
- 2 I mainly contribute to policy-level discussions and decisions, but someone else is responsible for taking decisions.
- 3 I mainly implement policies that other people have formulated and decided on.

Please outline briefly your current involvement in migrant integration *(for example: "migrant integration is the main focus of my work in the national integration agency", "migrant integration is an additional aspect to my work in social services", etc.)*

What did you think of the workshop/event?

For each statement, please mark the number that most closely represents how you feel

| | Strongly agree | Agree | Neutral | Disagree | Strongly Disagree |
|--|----------------|-------|---------|----------|-------------------|
| 1. Overall, the workshop/event met my expectations | 5 | 4 | 3 | 2 | 1 |
| 2. The trainers were knowledgeable and capable | 5 | 4 | 3 | 2 | 1 |
| 3. I have acquired new knowledge and skills that will be useful for my work | 5 | 4 | 3 | 2 | 1 |
| 4. I have made new contacts with other professionals that will be useful for my work | 5 | 4 | 3 | 2 | 1 |
| 5. I am likely to apply my new knowledge and skills in my work over the coming months | 5 | 4 | 3 | 2 | 1 |
| 6. I am likely to share my new knowledge and skills with professional colleagues over the coming months | 5 | 4 | 3 | 2 | 1 |

Additional Comments (optional)

What recommendations do you have for improvements to the workshop/event overall?

Do you have any recommendations or comments on the training materials?

Do you have any recommendations or comments on specific thematic modules?

What recommendations do you have for OSCE/ODIHR to follow up on this workshop/event?

What recommendations do you have for the authorities in your country to improve migration integration?

Any other comments or feedback?

