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13th International Metropolis Conference
Mobility, Integration and Development in a Globalised World

Daily Conference Report

October 28th, 2008, Bonn

METROPOLIS
BONN - GERMANY

A warm welcome to Bonn and the Metropolis Conference!

Discussing with experts from around the world

`Meeting Beethoven` - actors staged impressions from the famous musician`s life

Foreword

Cornelius Adebahr & Nina Hansen

Migration has reached a new shore. Gone are the days where immigration was conceived as a life-changing event for the individual that required the integration into a presumably static society. Today, migration means global mobility: People migrate on a temporary basis or across countries, keeping a foot in more than one community – thus, developing more than one single social identity: a so-called shared identity.

Beyond the question of reducing poverty in one place or labour shortages in another, this new phenomenon points to a more fundamental question of our modern era: What is it that holds a liberal society together? While the diversity that comes with migration may lead to less social cohesion in the short run; it may create new forms of solidarity in the long run. The latter would better acknowledge the positive aspects that migrants bring to the host culture. To date, migrants have been mainly seen as the ones who have to assimilate.

Finding the right answers to this double challenge increases the demand for policy coherence. To a certain extent, this message has been understood by regional groupings such as the European Union that have started to develop a coordinated approach to migration. Similarly, it is recognised with regard to the necessary cooperation between countries of origin and countries of destination. However, for a truly coherent approach to migration, even the policies of different ministries within one country need to be harmonised in order to avoid counter-productive side effects.

The 13th International Metropolis Conference – held in the UN city Bonn in North Rhine-Westphalia, the `melting pot of Germany` – is an aptly located and timely convened event to explore this new territory with experts from around the world.

13th International Metropolis Coference | Mobility, Integration and Development in a Globalised World | 27 - 31 October 2008, Bonn

Tuesday, October 28th, Bonn

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Plenary 1   **Tuesday, October 28th, Bonn**

Battle for highly skilled work force will boost in the next couple of years

Successful migration policy needs cohesion and likewise challenges the political core both for receiving as well as sending countries

Panelists:
Wolfgang Schäuble, Federal Minister of the Interior, Germany
Mavuso Msimang, Department of Home Affairs, Republic of South Africa
Demetrios G. Papademetriou, Migration Policy Institute, Washington D.C., United States
Chair: Melinda Crane, Free-lance journalist and moderator, Berlin, Germany

Mobility, integration and development are topics not easily dealt with. This became especially clear at the opening roundtable discussion of the 13th International Metropolis Conference. It disclosed that migration policies in Europe but also in South Africa had been reactive instead of proactive.

The migrant workers which came to Germany in the 1960s had not been considered as a part of society. Although they had contributed immensely culturally as well as economically to the growth of Germany in the past decades, politicians have realised the need for integration policies only for the last couple of years.

Moreover integration is a two-sided coin since both migrants as well as receiving countries are sharing rights and liabilities. Therefore, a successful migration and integration need both - social and political cohesion.

This May´s uproar in South Africa exemplified what can happen if these two prerequisites are not fulfilled. Mavuso Msimang, Director General of the South African Department of Home Affairs, had underlined this assumption. Additionally, he pointed out that although South Africa and Germany are sharing the same status as receiving country the political circumstances are far different.

Above all, a long history of colonialism and apartheid have changed perceptions of foreigness. ´Strangers´ are often considered as a threat rather than as an enrichment in South Africa. Furthermore, the high unemployment rates intensify xenophobic tendencies. Especially within poor communities Msimang sees a great lack of social cohesion.

In Germany, on the other hand, due to an increasing sophisticated industrial sector and due to demographic changes, the lack of highly skilled workers are the driving force of politics these days. Evidently, the integration of the second and third generation of people with migration background already living in Germany remains of high priority. The German Federal Republic therefore spent about 156 Million Euros for so called integration courses.

Nevertheless, as highlighted by Wolfgang Schäuble, German Federal Minister of the Interior, the idea of Circular Migration is coming up again in the migration debate. After the experiences of the non-existence of a special migration policy during the first wave of migrant workers after the Second World War, nowadays the focus lies on highly skilled workers. The idea is that highly skilled migrants pass through several years of their professional career in Germany before going back home.

Demetrios Papademetriou, President of the Migration Policy Insitute in Washington, D.C. warned that this might lead to an even greater competition between receiving countries for skilled workers. More significantly, this could also foster clashes between state ministries.

A cohesive policy which includes migration, integration and development therefore needs to ´develop examples of success´ for diverse societies.

Carina Sarstedt

Facts and Figures

-25 per cent of the people living in North Rhine-Westphalia have a migration background.

-14.8 per cent of the people living there are foreign born.

-The biggest group of people with migration background in Germany are the Turks (2.5 Million).

Plenary 2   **Tuesday, October 28th, Bonn**

Organised hypocrisy and the liberal paradoxon

Overcoming the diverging concepts of individual freedom and state sovereignty

Panelists:
James F. Hollifield, Southern Methodist University, Dallas, Texas, United States
Carlos E. Iturregui, Office of Policy and Strategy, United States Citizenship and Immigration Services (USCIS)
Virginie Guiraudon, National Center for Scientific Research, Paris, France
Martin Schieffer, European Commission, Directorate-General Justice, Freedom and Security; Brussels, Belgium
Chair: Steven Vertovec, Max-Planck-Institute for the Study of Religious and Ethnic Diversity, Göttingen, Germany

It is one of the contradictions of our times: While globalised societies depend on the free exchange of goods, investments, information, ideas as well as the free movement of people, the sovereignty of states is largely dependant on their ability to control borders and to restrict the access of migrants to labour markets, to public services and to the benefits of the welfare state. Hence, states do not only control horizontal mobility between societies, they also restrict vertical mobility within modern societies and thus manage social rise.

This hyper-regulation through the nation state - once described by Stephen D. Krasner as ´Organized Hypocrisy´ - must not lead to a ´Liberal Paradoxon´, when individual freedom is traded against state sovereignty. Modern welfare states have, over time, set up legal frameworks to harmonise these diverging concepts very successfully.

In international politics, however, we suffer from a lack of governance. Having established regulatory regimes in the realm of trade (e.g., World Trade Organisation) and finance (e.g., International Monetary Fund), we have not yet succeeded in setting up an effective international regime on migration. By accepting this governance failure, we voluntarily refrain from the triple-win situations: While the positive effects of rules and procedures for international migration for receiving countries are obvious, the benefits for the countries of origin and for the migrants themselves have long been underestimated.

The experience of the European Union has shown how difficult it is to enforce political will: Even though the Single European Act demanded a larger degree of harmonisation in member state policies and initiated the road to political, economic and monetary union, the European Union has not yet succeeded in managing the free movement of people within its borders.
The main reason is the persistence of formal and informal barriers, e.g. the access to and the permeability of the education system, the labour market, the welfare state, the influence of religion, traditions etc.

Having not yet achieved a satisfactory and coherent migration policy inside the European Union, it is even harder to establish a European immigration policy. The experience of the United States is a telling example:

After 9/11, it seems an almost impossible mission to harmonise the needs of the ´garrison state´ with those of the ´education state´. But the examples of Canada and the Philippines showcase that nation states have policy choices and that it is a question of political will to change mindsets.

Therefore, nothing less is needed than a change of perceptions and policies, a paradigm shift. If we think of migration as a global public good, then we will be able to emphasise its positive effects rather than its risks and challenges. And if we can get rid of our linear understanding of the concept of immigration and instead think of migration as a circular a global dynamic, this will open up new alleys for a modern approach to mobility in a world of sovereign states.

Oliver Gnad

Basic definitions:

- Liberal Paradoxon:
The need for the nation state to simultaneously open up economically while limiting itself in political and legal terms.

- Organized Hypocrisy:
The presence of longstanding norms that are frequently violated (Stephen D. Krasner).

Main theses:

- Managing migration is a neglected dimension of modern state functions.

- There is a need for a paradigm shift in migration policies to create triple-win-situations for both originating and receiving countries as well as for migrants individually.

Problem or passing phenomenon?

Policy advice on circular migration

Organisers:
Lisa S. Roney, United States Citizenship and Immigration Services (United States), lisa.s.roney@dhs.gov
Carlos Iturregui, United States Citizenship and Immigration Services (United States), carlos.iturregui@dhs.gov

Based on three case studies from Canada, the United Kingdom, and Germany, the workshop discussed national policies versus national goals in terms of migration. A number of obstacles for the debate became evident. While all of these studies seem to lay the groundwork for the substantial discussion that followed suit, the common denominator was that there is no one dimensional definition of the term circular migration.

While a "once and forever" migration moving strategy is certainly passé, it proved to be difficult to square the circle. Numerous factors such as socio-demographics, policy objectives, cultural ties, history, various domestic and foreign incentives, intentions, achievements, living conditions, support and assistance, ambitions, as well as economics govern this complex policy issue. Not to mention the politicians themselves, whose sometimes short-term objectives such as campaigns for re-election often collide with the overarching goal of assessing and managing migration.

The lack of data, and the suboptimal relationship of decision-makers and academics in the field, could only enable decision-makers and theorists to go so far. The legal framework for migration is difficult from country to country, and often ambiguous (although the European Union has been trying to go ahead in levelling national policies in favour of a common EU policy).

The ethical question of state support versus the responsibility of the individual was also raised. Short- and medium-term issues of national security concerns, responses to economic crises, and further domestic concerns such as the interest of states to particulary appeal to highly skilled migrants, further deluded the earnings. In the interest of policy-makers to adapt to the challenges of circular migration, it was suggested to take a step back from the matter and consider these complex issues once enough data will have been gathered to fuel full-scale policy advice. On the other hand, this long-term strategy will have its flaws, as long as the social benefits, especially in Europe, often outweigh the benefits of having a regular job in a developing country serving as a particulary distinct incentive for migration.

This issue raised attention for the discrete assessment that circular migration was more of a policy for Europe than for North America, where it was perceived as more of a phenomenon.

Sebastian Bruns

Main discussion outcomes:

- Academia and decision-makers should foster cooperation on the issue.

- Circular migration should be a constructive challenge for all.

W2-28   **Tuesday, October 28th, Bonn**

Neither immigrants nor citizens

Immigrant workers often suffer legal restrictions and inhumane working conditions

Organisers:
Lena L. Hennebry, Wilfrid Laurier University (Canada), jhennebry@wlu.ca
Kerry Preibisch, University of Guelph (Canada), kpreibis@uoguelph.ca

As most high-income countries try to establish a triple-win situation by implementing Temporary Migrant Workers Programmes, these workers often suffer from legal restrictions and inhumane working conditions. How can not only the private sector of democratic countries but also migrant workers and their sending countries benefit from these programmes? For this, governments have to provide more incentives for migrant workers as well as strengthening their rights.

The workshop focused on different agricultural programs for temporary migrant workers, both from the low-skill end of the labour market to the medium and high skilled. Generally, governments of high income countries encourage medium and high skilled temporary migrant workers while lower skilled workers face restrictions and prohibitions.

In theory, all temporary migrant workers programmes are supposed to create a triple-win-situation. Through these programs the receiving country is able to fill labour shortages, without endangering local markets at its best. Sending countries benefit through the hard currency that temporary migrant workers bring back home. The workers themselves improve their living situation by earning better wages.

In practice, even in democratic countries temporary migrant workers often find themselves in disadvantaged working and living conditions, compared to the national labour force. Long working hours, housing in isolated areas and no given incentive for integration are just some of the current issues. Moreover, temporary migration is gender-biased as most workers, especially in the low-skilled sector, are men. Employers and private sector interests increasingly determine the direction of immigration policy. Governmental regulation, evaluation and monitoring of temporary workers programmes are generally at a minimum.

The triple-win-situation often does not occur as temporary migrant workers face several confusing and often contradictory legal restrictions which, for example, hinder labour mobility or disempower migrants through employer-specific work permits. Therefore, a condition is created that motivates immigrants to opt for an illegal status.

There was general agreement that the best practice to cope with this problem is fewer restrictions on residence allowances. Most people prefer to migrate only temporarily, not permanently. Others, willing to stay, will settle anyway, legally or not. Thus, democratic governments are on the one hand asked to keep migrant workers temporary. On the other hand, a route to permanent residency has to be indicated for migrant workers.

If governments embrace incentives rather than prohibitons, migrant workers would best be able to pursue their own interests which would benefit receiving countries, too. As long as immigration policies fail to provide a more flexible approach, temporary migrant workers remain stuck in a status between immigrants and citizens.

Sven Poehle

Temporary workers:

- migrate to meet labour market needs in any country for limited periods of time;

- are usually not considered for permanent residence or permanent stays in the country.

Are service provision and advocacy compatible?

Different models of compacts between governments and communities

Organisers:
Stephan Reichhold, Table de concertation des organismes au service des personnes réfugiées et immigrants (Canada), tcri@cam.org
John Casey, City University of New York (United States), John_Casey@baruch.cuny.edu

Seven researchers presented their work on the timely issue of compacts, in particular related to immigration. Their talks tracked the development of compacts, explained the concept´s underlying assumptions and introduced the audience to the experiences made in different countries. In the subsequent discussion the complex relationship between governments and voluntary organisations formed the main point of debate.

Compacts are based on three assumptions.
- First of all, it is believed that they account for the fact that non-profit organisations are occupying a larger social and economic space in all democratic societies.
- Secondly, it is assumed that previous mechanisms for regulation are no longer sufficient to promote, foster, protect, and oversee the new service delivery landscape.
- Thirdly, there is the widely held belief that immigrant organizations are generally excluded from compacts and other deliberate processes.

Debates on the relationship between governments, communities as well as voluntary sector organisations are not new. Since the mid-1970s, there has been an ongoing debate on this issue. Yet only in recent years both sides have formed partnerships. In this regard, developments in Great Britain and Canada have been particularly far-reaching.

In Canada the ´Compact on Relations between Government and the Voluntary and Community Sector´ has been passed in 1998. Research shows that there is support for participants but also a widespread lack of knowledge as well as a significant dissatisfaction in the processes and outcomes from both government and community organisations. With regard to immigrant organisations, the implementation of compacts is very different depending on the respective country and the situation of the immigrant population there.

In New Brunswick, for example, due to a significant migration leaving the country and a relatively small migration intake at the same time, immigration, repatriation and retention are important government issues. Immigrant centres are set up in partnership with community stakeholders.

In contrast, immigrant organisations are still very weak in the Czech Republic. In fact, there is no real interest in founding such organisations at all. Talking about compacts also puts the spotlight on the role of civil society. Two of its core functions, the participants agreed, are the provision of services and the serving as a watchdog. Yet, are those two actually compatible? Community organisations, working on the ground, are the ones to know best about the definciencies of governments programmes. They are, however, also reliable on government funding. Under these circumstances, they can still take on their role as advocators.

The participants agreed that the relationship is more complex than a simple dependency of the voluntary sector. Instead, governments are dependent on non-profits as well: they should take their opinion seriously if they are interested in a successful implementation of their policies.

Katrin Dauenhauer

Key issues and interesting points:

Compacts can be defined as sector-wide written framework agreements;
- see www.thecompact.org.uk for a best practice example from Great Britain;
- see www.vsi-isbc.ca for a best practice example from Canada.

Interestingly, Law 161 which was passed in the Czech Republic in 1985 and which prohibited foreigners to set up organisations exclusively run by foreigners was only abolished two years ago. This is 17 years after the end of the Communist regime.

Technology versus humanity?

The risks and potentials of border security technology and an integral European border management

Organisers:
Guy Schmit, International Center for Migration Policy Development (Austria), Guy.Schmit@icmpd.org

Representatives of FRONTEX, EUBAM, and ECRE presented their organisations´ objectives and discussed the impact of rapidly developing border security technology systems on migration flows and strategies into member states of the European Union.

The workshop participants showed special interest in three crucial points: the prevention of possible misuse and/or politically biased use of new technologies, the maintenance and improvement of asylum seeking opportunities in the EU, and the proceeding with migrants without documentation.

The EU tries to meet the increasing number of migrants and travellers entering and passing through the member states with an improvement of border technology. FRONTEX, founded in 2005, aims at harmonising the legislation on external borders in the member states as well as an integrated border management. Via the deployment of biometric identification documents, all entries into and exits out of the EU shall be recorded in a data base in order to be able to prevent and detect illegal migration and at the same time facilitate legal migration.

Participants observed that the especially created databases will constitute virtual borders, for these tools hold not only technical but also political dimensions. They agreed that the new technologies could be used in a negative or a positive manner and therefore stressed the need for a concise legal framework in order to prevent mismanagement of collected data. Furthermore, the participants expressed their concern that the information technology is not yet capable of following peoples´ changing circumstances and updating personal data once entered into the system.

Part of the discussion focussed on the conceived disparity between funding of border security technology development and protection activities or humanitarian responses to migration flows. It was argued that a certain relationship exists between control and responsibility in the context of migration policies, whereupon some participants expressed their opinion of the need for a better balance between security needs and human rights.

Furthermore, they questioned the fulfilment of the Refugee Convention by the EU when it becomes increasingly

impossible to reach the territory of EU member states because of the stricter border management. The role of data bases in handling the problem of identification of nationality.

In this context, the idea of protected entry procedures or facilitation of asylum seeking by means of a special visa was raised.

Another focus of the debate lay on undocumented migration. As the possibilities of detecting illegal migration improve, migrants tend to seek new ways of reaching European countries, i.e. via entering the country without identification documents. Participants wondered about the possible proceeding with such migrants and the role of data bases in handling the problem of identification of nationality.

Many questions remain to be answered before the EU can finally implement an integrated border management system. The participants expressed their expectation that funds will not only be used for the development of ever better technologies aiming to prevent unwanted immigration but rather for finding ways of deploying technology to improve refugees´ needs and foremost to improve conditions in the migrants´ countries of origin.

Dorea Pfafferott

Key issues:

"There are so many borders before you reach THE border"

Border security technologies can help to facilitate legal migration into the EU but at the same time hold the risk of denying human rights to refugees. A balance must be found between border management and human rights considerations.

Can ethnic diversity and social cohesion go together?

How European states and cities respond to the immigration challenges they face

Organisers:
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Catarina Reis Oliveira, High Commission for Immigration and Intercultural Dialogue (Portugal), catarina.oliveira@acidi.gov.pt

The workshop opened by highlighting the current philosophies and approaches behind European integration policies and the present emphasis upon social cohesion and spatial concentration of migrant communities.

After providing this European overview, attention focused twofold on identifying factors that contribute to the spatial concentration of immigrants in cities and on naming necessary responses and recently implemented models.

European policy was generally said to conceive ethnic spatial concentration in European cities as negative for two main reasons: it is a form of social exclusion and prohibits the effective integration into society. It was therefore argued that the promotion of social contact through spatial proximity is a basic element of current integration policy in Europe.

Spatial concentration of migrants was considered to be emanating both from external restrictions and voluntary self-segregation. Migrants often face choice restrictions in the urban areas available to them, for example through the growth pattern of the city or housing prices in certain regions. In the case of Bilbao, Spain, older housing neighbourhoods provide affordable housing to immigrants yet are also of low standard. Furthermore, in other cases the labour market occupation of immigrant groups is identified as a correlate to ethnic spatial concentration. Participants throughout the workshop also identified the self-segregation of immigrants as an important factor. Existing ethnic support networks and a sense of internal social cohesion within these, stimulate settlement in ethnic communities.

There remained a general consensus that spatial segregation is not the key challenge with regards to the successful integration of immigrants. Focus should not be primarily directed at spatially dispersing ethnic groups but at altering the emphasis of integration programs.

A re-arising issue was reducing the public stigmatisation towards immigrants. Stigmatisation limits access and opportunities to education, the job-market, and housing.

A case study from Spain highlighted the necessary policy changes at the school levels. These should include an improved diagnosis of student´s abilities upon enrolment, improved training for teachers, greater access to the curriculum taught in countries of origin as well as a greater provision of translating and interpreting services. Changes focusing upon alleviating stigmatisation and improving education were perceived as key elements in facing the challenges of integration.

The ´one-stop-shop´ model as implemented in Portugal was presented as an example of how to further improve integration.

Proposed responses to the challenges of social cohesion included the creation of more public spaces, improving public education and capacity building for immigrants, increasing immigrant participation in policy and integration programmes, diversifying the networks of involved actors and a stronger focus upon fighting stigmatisation of ethnic groups and ethnic spatial concentrations.
These proposed policy changes may prevent ethnic diversity from becoming an obstacle to social cohesion.

Eva Riedke

Key issues

- The need for an improved network of actors was repeatedly mentioned as a vital element of successful integration.

- A point of concern regarding the cooperation with religious groups and associations was raised with particular respect to Islamic religious groups. To what extent do religious groups and associations contribute to a dynamic polarisation and repression of particular groups of immigrants, especially women?

W6-28   **Tuesday, October 28th, Bonn**

Of cats and mice

Migration control and its effects

Organisers:
Mechthild Baumann, Institute for Migration and Security Studies (Germany), mechthild.baumann@imss-berlin.de
Kerstin Rosenow, Ruhr-University Bochum (Germany), krosenow@gmx.de

Current debates on migration mostly deal with either integration or with the control of migration. The impact migration control has on the life of residing immigrant communities is largely unexplored.

The workshop aimed at taking a closer look at the question of a nexus between those two issues. Case studies from Morocco, Mexico, Spain and Germany were presented and the nexus between the public discourse, the perception of migrants and the impact on the life of residing migrants were discussed. It became obvious that the means of migration show similarities in all countries mentioned. Also the impact of migration control and public discourse seemed to be similar within the hosting countries.

"Do you know the game? The cat hunts the mouse and the mouse is always faster." That was a statement of a transit migrant formerly residing in Marocco. He was asked about the impacts of migration control. This statement sheds light on the nexus between migration control and the life of residing migrants.

Whether it comes to transit migrants in Morocco or migrants on their way to the USA or Europe, the metaphor of the receiving country trying to deter and catch migrants (like the a cat trying to catch a mouse) seems to fit. Be it the European Union establishing FRONTEX, George W. Bush doubling guards on the Mexican border or further restriction of family reunions, an increase in different means of border controls is palpable in the receiving countries. Still the ´mice´ are adapting to the new conditions.

The case studies showed, that although border controls were increased, the number of migrants did not decrease. Rather a change in the means of migration was identified. So nowadays migrants are looking for new ways to get to their destination. This includes for example swimming to Spanish exclaves, the African boat people using the help of smugglers and crisscrossing borders again and again after having been sent back.

But there was not only general agreement on the change of the means of migration. The participants also agreed on the fact that the discourse of migration control shapes the discourse about migrants in general and negatively influences their lifes.

Thus negative political debates about migration control and a harsh treatment of migrants on borders also affect migrants who have been residing in a country for a long time. The perception of migrants changes towards a perception of a threat. Apparently, the mouse might be faster, but the cat still gives it a very hard time.

Anne Kathrin Müller

Key issues

- Debates about integration and migration control are not enough and the nexus between migration control and the life of migrants must be considered.

- Means of migration seem to adapt to migration controls.

- A negative discourse about migration and migration control might have a negative impact on residing immigrant communities.

W7-28   **Tuesday, October 28th, Bonn**

Problems of recognising prior qualifications

A bridge from the past to the future

Organisers:
Steve Sutherland, Edmonton Mennonite Centre for Newcomers (Canada), ssutherland@emcn.ab.ca
Mark Wheller, Edmonton Mennonite Centre for Newcomers (Canada), mwheller@emcn.ab.ca

The workshop focused on the problems skilled migrants are faced with when it comes to the recognition of the qualifications they gained outside of their host country. In particular, the workshop dealt with the question of how the receiving countries can and should deal with these difficulties.

Very often, skills and qualifications that immigrants acquired back in their home country are not acknowledged in the host country. A person with a diploma in technical engineering, for example, might end up working in a much lower position. In addition to that, a migrant in Europe may experience that his or her degree is recognised in one part of the country fairly easily and not accepted at all in another part due to differing competences between sub-national entities.
This situation causes not only confusion and frustration among skilled workers who migrate to a European country but it also keeps highly qualified employees from entering the European labour markets. Hence, the participants agreed that a facility to evaluate existing skills and knowledge is of great importance.

Another issue that was touched in the workshop was that of the migrants who had to flee their country with no paper evidence for their qualifications. In this context the participants were introduced to the Refugee Assessment and Guidance Unit (RAGU), a British organisation training immigrants to present themselves and their abilities in a special portfolio.

Apart from the difficulties that immigrants have to face when they try to set foot on the European labour market, EU countries, too, lack the tools to handle these problems. One presentation provided an overview of the current approach of the European Union towards the integration of professionals. Here, participants felt that the mere attempt of the EU to valuate and evaluate skills of migrant workers is a means of engaging.

Nevertheless, it was criticised more than once that there are still no common EU standards to deal with these challenges.

The majority of speakers were from Canada, a country that is in many ways a role model in the recognition of prior learning and the integration of immigrants in general. However, the speakers from Canada made clear that the country is far away from exerting the perfect immigration policy.

The workshop presented and discussed some of the Canadian rating systems, which permit to evaluate immigrants´ skills in detail. More or less, they are all based on a scale system that offers the possibility of rating peoples´ credentials as well as skills like language fluency or literary skills. The advantages of these rating systems are obvious. However, workshop participants agreed that it is necessary not to simply show people their gaps; but rather to offer them support in order to improve their knowledge. One participant called this strategy „to offer a bridge between their past and their future".

Theresa Hübner

Key issues

- ´Unity in diversity´, or what can Europe learn with regard to immigration policies?

- Scale systems help to evaluate immigrants´ skills, rating their credentials like past qualifications as well as language and other skills

- Training immigrants and refugees with high qualifications to gain work placements

- Develop EU-wide standards for the recognition of prior learning qualifications

W8-28   **Tuesday, October 28th, Bonn**

Misleading tales of an eldorado in Europe

Why young Africans migrate and what the diaspora should do about it

Organiser:
Gakuba Théogène-Octave, Résau de Formation et de Recherche sur les Migrations Africaines (Switzerland),
gakuba@reformaf.org

The workshop and its lively discussions focused mainly on two inter-related issues:
On the one hand, on the triggers that motivate African youth to immigrate illegally to Europe; on the other hand, on the effects that African diasporas in Europe can have on their countries of origin.

The University of Geneva, Mauritania, Cameroon and Senegal have joined to investigate in more detail why young Africans immigrate cross the oceans to start a new life in the North. The major reason that three fourths of all youngsters stated as reason to immigrate illegally were difficulties in obtaining a visa. Others said they wanted to reach Europe on the cheapest way or they just wanted to go the way everybody went. Views of youngsters diverged from those of their families when it came to the reasons why they wanted to leave their home countries in the first place. While youngsters stated they left due to unemployment and because they wanted to gain respect from peers or succeed in life, their families believed their children left because they were tired of seeing the financial problems of their parents.

Once migrants have successfully made up their way to the North, problems concerning integration into the society and the job market emerge. In Belgium, the NGO IRFAM organises an educational project. The goal is to help African immigrants to find a way out of low-skilled labour positions and to facilitate their way into more skilled jobs by making use of particular intercultural competencies. The project offers 25 participants an education in peace, civic responsibilities, pedagogy, analytical skills and further competencies.

The discussion following the presentations concentrated on personal experiences of the many African participants in the audience as well as on the role of the African Diaspora organisations and their standing in the host society.

Some considered the African diaspora as being discriminated against by the host society. Members of the audience stressed that the majority of immigrant associations in Europe are underfunded because they are unable to obtain financial resources from governments or the EU.

Others confronted them by taking into consideration that the African diaspora is very diverse and includes many passport holders of Northern countries who have the same rights as (EU-) citizens. Some also stated that the Diaspora could take a more active role in order to achieve the support they want to receive.

Many participants criticized that both media and returning migrants create a wrong picture of Europe, depicting it as the eldorado that is worth crossing the ocean in nutshell boats to live a life in economic wealth, better living conditions and greater security. But returning migrants try as well to justify why they are still there. They often exaggerate on the merits of Europe and thus convince peers to emigrate as well.

Silke Oppermann and Anja Hornig

Further remarkable points:

- Successful immigration demands a stable residence permit. Only then can immigrants get a work permit and receive social services from the state. It also allows them to move back and forth between home country and host community.

- If more circular migration could take place more exchange beween the African and the European continents could help to create a more accurate picture of Europe - a Europe that is not paradisiacal at all but causes many problems for illegal immigrants.

W10-28   **Tuesday, October 28th, Bonn**

Social or ethnic housing segregation?

Findings from five different European countries

Organisers:
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Sybille Münch, Leibniz Institute for Regional Geography (Germany), s_muench@ifl-leipzig.de

An interdisciplinary group of experts with backgrounds in research, administration, economic institutions and network initiatives presented facts and figures concerning immigration, housing and integration in Germany, the Netherlands, Sweden, Norway and Finland.

Descriptions of policies and practices emphasized the specific context of each sample, but issues like strategies against discriminatory processes also revealed some similarities. The challenge for the future is seen in transmigration, temporary and secondary migration.

The trend of different starting points became already apparent during the presentations. On the one hand the need for distinction was visible in the historical aspects affecting the settling of immigrant groups. On the other hand examples were given where certain ethnic groups show distinct patterns of behaviour in the same cities.

Some researcher showed that the choice of location in the Netherlands, for instance, is strongly connected to ethnic origins. A review on Oslo stated that parents and descendants of Turkish and Pakistani families settle in different patterns. The issue was generalised during the discussion when participants questioned whether in their countries ethnic or social segregation impacts the patterns. Regarding this matter the challenge for research lies in gaining data which reveals more specific information on immigrant groups.

Closely linked to this issue participants agreed on the importance of the topic of transmigration, temporary migration and secondary migration. The lack of data concerns not only research but also policy effectiveness due to lack of contact opportunities of institutions to this target group. In addition, transmigration policies are long-ranging strategies while most policy tools only exist for short term interventions.

Nevertheless, a common issue where basic conditions are comparable is the topic of strategies against discrimination. The majority of cases dealt with policies or interventions to raise awareness for discriminatory behaviour.

An example from Norway showed policy ambivalence while granting rights for those who feel dicriminated. This relies on the later being conscious of the situation alerting institution in charge. Therefore the effect of the policy is only as strong as the awareness of the target group.

The questions which were left open in the final discussion round can be seen as the very special challenges: Workshop participants asked for more input and exchange with regard to best practice examples. In addition, potential for further research was seen in the issue of transmigration, temporary and secondary migration.

Isabelle Arnold

Open issues and questions:

- Workshop participants long for more exchange of best practice examples

- Transmigration, temporary and secondary migration where percieved as challenges for policy makers and research

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W11-28   **Tuesday, October 28th, Bonn**

Turning the habitual perspective

Immigration policies in developing countries

Organisers:
Oliver Bakewell, University of Oxford (United Kingdom), oliver.bakewell@qeh.ox.ac.uk
Hein de Haas, University of Oxford (United Kingdom), hein.dehaas@qeh.ox.ac.uk

This workshop on immigration policies dealt with how developing countries ply with migration rather than putting the main focus on the popular issue of integration in Western countries. The common paradigm of a bipolar model, which distinguishes the two categories of ´sending countries´ on the one hand and ´receiving coutries´ on the other seems to be overtaken.

Figures show that developing countries in Africa and South Asia have a high rate of emigration, thus becoming simultaneously countries of destination. Nevertheless, the scientific discourse ignores the experience in those regions. The workshop in contrast demonstrated the high importance of this issue.

Africa has more intracontinental than external migration flows. Some of the African countries host more than 100 different language groups. Nevertheless half of them do not have integration policies. At the same time the attacks in South Africa in May 2008 showed that a legal immigration status could not resolve necessarily profound problems. While the countries´ Immigration Act adresses the problem of xenophobia, there are large gaps in its execution. South Africa is still suffering from creating a balance between development, immigration and post apartheid transformation. This situation is accompanied by high competition in the job market.

One of the major problems in the South and Southeast Asian regions is that immigration policy mostly prioritises oversea employment or diaspora activities.
Although countries like Pakistan and India host a large number of immigrants, the emphasis is put on the protection of national labour and attraction of skilled workers offering them special business visas for managers, professionals and technicians with a minimum defined investment. At the same time the room for manoeuvre is determined by a range of concerns: contradictions and conflicts within the immigration policy emerge between aspects around sovereignty, security, foreign investment and labour market needs.
These aspects lead to a lack of coordination among relevant agencies dealing with immigration; their recent attempts are marked by a so-called ´policy vacuum´.

The presenters in this workshop agreed that Africa and South Asia are facing a need of coherent and transparent immigration policies. They called for a move from migration control to migration policy by the consultation of various stakeholders including the involved communities. Protection standards especially for low skilled migrants in accordance with international standards are required. There is a need of an environment in which migrants can claim their rights and mobilise resources at their disposal. The access to services are still a big challenge. Furthermore, there is a huge need of basic research on developing countries´ migration strategies.

Ezra Kücük

The discussion showed that questions considering policy implementation remain open:

- How should migrants and refugees in developing countries integrate?

-How to develop an immigration policy, when xenophobic tendencies prevail?

- How to create coherent measures in war effected countries?

13th International Metropolis Conference | Mobility, Integration and Development in a Globalised World | 27 - 31 October 2008, Bonn

W12-28   **Tuesday, October 28th, Bonn**

Temporary work agencies - responding to whose needs?

Exploring the links between labour migration, employment agencies and national regulatory frameworks

Organisers:
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The European economies are increasingly dependent on migrant labour. Given this point of departure: What role do employment agencies have in shaping migration? And how do workplace conditions evolve in consequence?

The experiences of three European countries - the United Kingdom, Germany and the Netherlands - served as examples. The workshop´s participants pointed out how different the respective traditions of migration and labour regulations are. In addition to the role of agencies, they discussed to what extent the regulatory frameworks can be adapted to the challenges of labour shortage, workplace security, and domestic resentment against labour migration.

The sector of temporary work agencies in Germany is highly restricted for migrants. The United Kingdom, in contrast, opened its labour market to Central and Eastern European countries (with the exception of Bulgaria and Romania) already having attracted about half a million workers from this region. The work of British as well as Dutch temporary employment agencies is of particularly importance in the fields of agriculture, fishery, and forestry. Besides a comparison of the different national experiences with agency work, it was discussed whether the demand for labour in industry and agriculture was related to migration and the role of employment agencies.

The workshop participants agreed that the link between migration and temporary agency work is a very pronounced one. It was found that temporary work agencies do not play a directly facilitating role for transnational migration. Yet, when the EU migration flows peaked in the year 2006/07, between 40 and 60 per cent of migrant workers made use of the services of agencies. In the United Kingdom most low-paid jobs are now taken up by migrants. In the case of Germany the discussions on minimum wages and on the facilitation of labour migration were closely interrelated.

Another pressing issue was thus the appropriate regulation in time to accommodate both the economic demand for labour and the social security for workers. On the one hand, the very hesitant opening towards labour migration in Germany was deplored as `too late´ to fill the gap of the missing highly skilled workers.

On the other hand, it was argued that we have waited for ´too long´ to stop the practices of some agencies exploiting their workers.

Taking the example of temporary migrant labour in the agricultural sector in the Netherlands, the participants exposed the rampant practices of wage and social security fraud, illegal employment and humiliating housing conditions.

It therefore remained an open question how to balance demand for migrant labour with secure working conditions.

Marie Müller and Siri Tholander

Future prospects for labour migration in the EU:

- Migrant flows of low-skilled workers from Central and Eastern Europe are stagnating;

- A third of Central and Eastern European labour migrants is estimated to reemigrate from Western European economies;

- Half of migrant workers mediated by private agencies still suffer from exploitation of varying forms;

- Without appropriate migration and workplace regulation, European countries face a serious shortage of both unskilled and skilled labour.

W14-28   **Tuesday, October 28th, Bonn**

How to retain culture of origin and achieve social cohesion?

Education in the 21st century: away from nation building towards society building

Organiser:
Daniel Faas, Trinity College Dublin (Ireland), daniel.faas@tcd.ie

Educational systems traditionally play an important role in building a society and guarantee its social cohesion. In a society with growing cultural diversity it seems that educational systems face particular challenges, especially when governments increasingly seem to turn to integration as a measure of assimilating immigrants. Moreover many reviews show that educational systems often fail to deliver on its basic promise as the significantly lower educational performances of large groups of immigrants in many countries show.

Very different examples of policy approaches from Germany, Italy, the Netherlands and Malta were presented. Both the Netherlands and Germany have been immigration countries for many decades. Netherlands had to learn the hard way that integration does not happen by itself. In the workshop some positive findings were presented. Germany for instance is trying to counter segregation by integration courses, since it finally had to acknowledge the fact of being an immigration country. But whether integration courses are an adequate answer to segregational tendencies was an open question among the workshop participants.

Other presentations focused on integration policy for education in Malta and Italy. Not long ago both were emigration countries and have only recently turned to immigration countries. According to the presented findings, both countries seem to be very reluctant to face the challenges that the cultural diversity of immigrants bring with them. Governments rather cling to the idea of a homogenous native population and regard the assimilation of immigrants as the way of integrating them. The attempt of the European Commission to launch a European debate on the challenges and opportunities for educational systems in regard to migrants was generally welcomed as a good initiative. However, educational autonomy is a domain carefully guarded by each country or region. Expectation towards any major role of the European Union in this regard is low.

In the discussion it was generally agreed that treating immigrants as a mass of undifferentiated `foreigners´ does harm social cohesion and ignores cultural diversity. Youth with immigration background experience still many hurdles during their educational carrier. Language barriers are often not the only reason for bad scores or drop-out.

Many have to struggle with a school system that ignores specific needs; most lack mental support from parents but also teachers to do well at school. But looking at those who are anyway successful provides a good indication on the opportunities to achieve social cohesion through education. Awareness of cultural backgrounds, providing specific extra support and using positive role models are just some of the suggestions that all asume that integration of migrants into the hosting society cannot be a one-way-track.

For a society and for its educational system in particular, to adequately counter the challenges that immigration poses to social cohesion means first of all to acknowledging heterogenity of society. Whether education can help to close the gap between host society and migrants and balance social cohesion depends very much on the ability to see cultural diversity as enrichment.

Helmer van der Heide

Question that are still open for discussion and would need further elaboration:

- Are schools for specific immigrant groups counterproductive? Do they enable social cohesion?

- Are integration courses an effective way of integration or rather assimilation?

- What does it mean for the hosting society if integtration is not a one-way-track?

W15-28   **Tuesday, October 28th, Bonn**

Celebrating diversity from an early age

Childhood education and parent support are important factors for a successful integration process

Organiser:
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Research experts and practitioners from different continents expressed their views and experiences on parenting in a multicultural society with regard to three key areas:
- How do practitioners and researchers experience childhood education and parent support in different country contexts?
- What challenges do they face and what measures have been taken so far?
- What can we learn from each other?

Both Canada and Germany can be considered immigrant countries. But there are some important differences:

Compared to other countries, immigrant children are quite well off in Canada and numerous settlement programmes are in progress and under constant evaluation. Nonetheless, the problems of high poverty rates among immigrants, family separation traumas of children and parents as well as intergenerational problems are still major issues.

German experts, in contrast, complained about the lack of funding and the early segregation in the German school system. Immigration matters have been underestimated in Germany for far too long, especially considering the given demographic change. 60% of children aged under six in Germany today are of immigrant origin. Particularly in Germany many immigrant children come from low status families.
A disproportionate number of children of immigrant origin is growing up in poverty; over 30 per cent of Turkish residents in Germany are currently unemployed.

Immigrating parents face a lot of challenges in a multicultural society. One of the major challenges mentioned was the need to construct a new identity while maintaining traditional expectations. The fact that diversity supports learning has yet to be acknowledged. Children can realise participation and appreciation if they are included in decisions about learning. Problems related to immigration need to be better understood.

Particularly in Germany stereotypes, misunderstanding and mistrust towards Muslim parents affect relationships on both sides negatively.

University education for teachers and educators in Germany, Canada and Norway should no longer neglect immigration as well as intercultural and integration issues in order to raise awareness and understanding. Cultural diversity and multilingualism need to be considered as advantages and have to be supported through education programs that integrate immigration parents and value bilingualism. Services for immigrant parents and particularly mothers have to be conducted in native language in order to proove successful.

Although still facing enormous problems, the Canadian integration policy uses some progressive approaches and recently quadrupled its budget. It offers services such as childminding during language courses and translation and publications for newcomers. Settlement workers in schools are an important pillar in the Canadian integration policy, since schools are one of the first services that newcomers connect with in the community.

Participants welcomed this as a promising approach. Still, as parenting is a fairly new topic on the metropolis conference much more information about other good practices is needed.

Ina Jacoby and Sabine Fehrenschild

Do as the Canadians do:

- Budget for integration policies quadrupled.

- Schools offering basic integration services.

W16-28   **Tuesday, October 28th, Bonn**

Religious diversity: a threat to security?

Tackling religious illiteracy and culture understanding as a key starting point
to understand religious diversity and security

Organisers:
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The situation of religious pluralism and diversity with special focus on extremism and radicalization in the countries of Canada, the United Kingdom, New Zealand, Australia, Finland, and Singapore were discussed in this workshop. Related policies and political responses for tackling religious pluralism and diversity in these countries were also introduced by presenters.

Two main issues were emphasized.
One was the sometimes problematic acceptance of Muslims in hosting countries, especially developed countries after the 9/11 attacks.
The other issue was how religious illiteracy could be tackled in order to increase mutual understanding among different religions, culture, and societies.

After the 9/11 attacks in the United States Muslims and Islam were connected by many people to extremism, radicalization, or terrorism. This also brought the attention to the issue of religious diversity and national security. However, this perception often caused Muslims who lived in the immigrant-receiving countries the feeling of discrimination, alienation, and isolation in the host country.

A survey showed that in Canada people had mixed opinions on religious groups, but Muslims received least favourite opinions than others.
Another study which was carried out in four different European countries showed that Muslims had the perception that they are trouble-makers in societies due to their religious belief or had fear of being accepted or appreciated by the societies. They wanted to be treated as 'human beings' or 'citizens' in immigrant-receiving countries instead of belonging to an abnormal religious category.

Another challenging issue is the dilemma of religious freedom and national security. To combat terrorism more security checks and inspections were focused on Muslims. For example, students wanting to pray in a Mosque might worry being watched by the police for national security reasons.

A lack of religious or cultural understanding represented another important issue in the discussion. As an example, religious illiteracy in the Netherlands was debated.

There was a lack of mutual understanding as the public did not know enough about the religion of Islam. Therefore, an initiative was taken by the Dutch government to introduce the religion and culture of Islam to the public. But some other important issues, such as providing Islamic education at schools, were still not discussed in the society.

In conclusion it was stated that issues on religious diversity should not be rejected or denied but should be understood and discussed publicly.

Chian-Woei Shyu

Further questions:

- Muslims are less accepted than other religious groups in immigrant-receiving countries. What can be done to fight this derogation?

- What do we really know about Muslims?
A need to tackle religious illiteracy.

W18-28 | **Tuesday, October 28th, Bonn**

"No Pizza without Migration"

Recent studies on second generation identities

Organiser:
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Immigration and the related integrational process of migrants are very important issues for many European cities. Migrants of the second generation play a significant role since they already form one of the biggest groups within city communities. The workshop presented recent surveys on that topic.

The Integration of the European Second Generation (TIES) survey portrayed five different cities. Young adults with Moroccan, Turkish or former Yugoslavian background were interviewed about their feelings towards national, ethnic, local and religious identity and the findings were compared with those of the same age groups of non-migration background.

The results show that identification of second generation immigrants varies remarkably from city to city. While migrants in Frankfurt identified themselves strongly as Germans, Vienna migrants considered themselves only weakly as Austrians.

The theoretical part was followed by several case studies within European communities of Second Generation immigrants. Swiss-Italians organise their integration process and honour their migration heritage in different ways. On the one hand there are groups like Secondo pursuing political achievements against the rigid Swiss citizenship policies and trying to get public attention with slogans such as "No Pizza without Migration". On the other hand there are groups as "gente di Aare", that solely emphasise their Italianness and take a counter-position towards the native Swiss.

Finally, a case study dealt with remigration of second generation Turks from Germany back to Turkey. Every year approximately 5000 Turkish immigrants return to Turkey - often well educated and integrated into the German society. The question why they leave Germany cannot be answered universally. Some turn their back to Germany dreaming of the Golden East, others expect to earn more money in Turkey's tourism and service sector, since German-Turks are in high demand by Turkish employers.

However, many remigrants fail to settle in Turkey in a long term since in most cases their families remain in Germany.

To conclude urban migration realities strongly differ from national concepts, and programs of single cities seem to work better than universal approaches. The old way of juxtaposing migrants and natives is outdated. However, both sides should focus on structural policies (e.g. education) as well as on symbolic implementations like addressing migration issues through the media.

Martin Lippert

Main points of discussion:

- The Second Generation only weakly identifies as being German or Turkish, but rather as European.

- Although large migration groups live in big cities, the majority resides in smaller communities.

- Future research should also focus on identification and integration of these communities.

Immigrants as teachers?!

Between the chance of adaptation and the challenge of integration

Organiser:
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Some still seem to believe that immigration into Western societies comes as a burden for the host countries. In reality, migrants are often able to provide the most valuable resource in this globalised world: knowledge.

A particular group at the nexus of this are migrant teachers. To analyse the integration and education problems of these prospective teachers as well as the potentials these migrants are representing was the overall topic of this workshop.

Generally, Canada as an example of a major immigration country dominated the workshop. Here, the prospective teachers are facing several problems like a ´linguistic discrimination´, which relates for example to their accent, and they are facing a variety of prejudices. Especially severe is the fact that employees might feel that a Canadian by birth has the right to get a job while others do not possess this right.

One of the main outcomes of the workshop was an agreement on the fact that, contrary to common belief, immigrant teachers are not necessarily the best teachers for students with a migratory background. Although the two groups are easily able to build up a relationship, the central aim always has to be the education of the students. A reflection of the pupils´ ethnic heterogeneity in the teaching staff should provide the students with positive role models.

Concerning the various obstacles potential teachers are facing during their training, participants agreed upon the simple fact that every student needs to be treated as an individual with specific strengths and weaknesses. For an improvement of the teachers education it is highly advisable to change the teachers´ trainer´s attitude which often does not take the personal biography into account.

The most discussed issue was the risk of an overestimation of the immigrant teachers´ influence on the ruling discourse in terms of education. The argument was made that teachers from differing cultural backgrounds with different teaching methods do represent a potential source of new and better educational ideas.

Although promising, this potential is repressed by the ruling neo-liberal discourse in general and the conservative education community in particular. Such an argumentation holds, as it was noted, the risk to generally overvalue teaching methods from different cultures and countries.

If these new techniques are ´pitched too high and then fail´, they will fall back on the ones who promoted them. Still, participants agreed on the fact that most education systems in Western countries are not yet ready to accept immigrant teachers on a broad scale. It remains to be hoped that the networking activities started in this workshop lead to wide-ranging cooperation.

Harry Hoffmann

For further research

The following websites do not only offer information and additional networking possibilities but also present exemplary projects in this field:

1) http://www.teachinontario.ca

2) http://www.oise.utoronto.ca/oise/

3) http://www.employabilityforum.co.uk/

W20-28   **Tuesday, October 28th, Bonn**

Immigrant entrepreneurs - neglected by European policy-makers?

The potential of migrant neighbourhoods and the need for further research

Organisers:
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The link between immigrant entrepreneurs and their neighbourhoods was at the core of the discussion in this workshop. Central leading question was how the local environment influences immigrant entrepreneurship and how businesses run by migrants shape their neighbourhoods.

To present the main findings, three countries the Netherlands, Canada and Australia served as case-studies. In the debate, two points were stressed more in detail. First, the changing nature of migrant entrepreneurship in countries of destination and its consequences for further research and decision-making on the policy level. Second, the role of female entrepreneurs which has remained a blind spot in policy so far.

To elaborate the first issue, the Netherlands served as a case in point. In the last years the country has seen an increase in immigrant entrepreneurship, especially among second generation immigrants. But there has not only been an increase in numbers but also a change in the quality of immigrant entrepreneurship. On the one hand there was a shift from traditional sectors like retail to businesses that focus on the provision of services. On the other hand these businesses have become more and more large-scale.

The increasing number of immigrants coming from Eastern Europe to the Netherlands served as another example for the changing nature of immigrant entrepreneurship with special focus on Bulgarian and Romanian migrants. There was agreement among the audience that with these new forms of immigrant entrepreneurship, more research is needed and that new methods have to be used to get more precise results.

With regard to decision-making by policy makers, participants deplored the gap between theory and practice. Moreover, it was pointed out that new initiatives have to be implemented in order to use the potential of immigrant entrepreneurs. In this context it was mentioned that there still exists a dominance of Western researchers studying the topic of immigrant entrepreneurship.

Participants expressed the hope that more inquiries would be conducted by researchers having a migration background themselves.

The second question focused more specifically on women as entrepreneurs and their role for the neighbourhood. Praising the example of Muslim women entrepreneurs in Australia and Canada, there was consensus that women that have started their own business can be role models for their peers.

So far, it seems that policy-makers have largely neglected the potential of women entrepreneurs. There was agreement that gender very often is still a blind spot in countries of destination. But it was also stressed that in development policies the potential of women has already been recognized and promoted in the last years.

Victoria Müller

Main points of discussion:

- Relation between immigrant businesses and local environment as factor that enhances entrepreneurship

- New forms of immigrant entrepreneurship (changing quality, new investments, role of women etc.)

- Need for further research and new policy approaches

How can integration be successful?

Results from longitudinal studies of immigration in New Zealand, Canada and Israel

Organiser:
Anne-Marie Masgoret, Department of Labour (New Zealand), Anne-Marie.Masgoret@dol.govt.nz

In this workshop results from longitudinal studies on immigrants in New Zealand, Canada and Israel were discussed. The key reasons for immigration, the challenges of accommodating large numbers of immigrant groups as well as aspects of social and cultural integration were explored.

What are the main pull factors motivating migrants to move to a specific country? This question was examined in a study in New Zealand. The most important factors are so called ´soft´ factors such as lifestyle and climate. These non-economic motives seem to be one of the main reasons of New Zealand´s success story in immigration. Most of the newcomers´ expectations seem to be met. The majority of respondents felt settled in and satisfied with life in their new home country. Future research will find out whether these `lifestyle-migrants´ will be successfully integrated in the long run as well. One general conclusion delegates drew from this example is that these new push and pull factors (i.e., ´soft´ factors) will determine whether migrants will settle in or leave for a new destination.

The challenge of integrating a large number of migrants from a specific country was shown in examples from New Zealand and Israel. Pacific Islanders are the largest ethnic minority that is not indigenous or European in New Zealand, comprising six per cent of today´s population. The number of migrants from the pacific region is bound to rise even further as global warming and sea level rise will lead to large numbers of people having to be resettled in the future. The main challenge New Zealand is facing in dealing with pacific immigration, is the great diversity of the pacific community.

In Israel the situation is different. Israel´s integration policy focuses on cultural and religious absorption. Every Jew who is entering Israel is receiving the citizenship. Experiences with the integration of the immigrants from the former Soviet Union are still influencing the integration policy. For example the findings on language acquisition difficulties have influenced new approaches in teaching Hebrew and communication in several languages.

Two studies that are currently being conducted in Canada focus on social aspects of migration. To date, very little data exists on the immigration and integration of

women as well as of families. A new study will look at these peculiarities. The goal is to provide policy-informative data for policy and programme development.

The second study presented examined the transition of migrant youth from school to work. Results showed that gender and visible minority status did not have an impact on how fast migrant youths catch up with Canadian students. However, region of origin and entrance class play a large role for successful integration.

Assa Dembélé

Facts and Figures

- 87 per cent of New Zealand´s migrants feel settled or very settled, 93 percent are satisfied or very satisfied with life in New Zealand.

- The Polynesian population of New Zealand, comprising indigenous Maori and Pacific immigrants, make up one fifth of the country´s work force.

- Israel has accommodated 1,225,800 immigrants between 1989 and 2006. 979,400 thereof immigrated from the former Soviet Union.

- 40 percent of US and Australian, 50 percent of Asian and 30 percent of African, South and Central American and Caribbean youth migrants are on track with Canadian education.

W22-28   **Tuesday, October 28th, Bonn**

Striving for Identity

Young migrants struggle for integration

Organiser:
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The workshop on "Youth and Cultural Politics: A Transnational Comparison" concentrated on two aspects: the concept of integration and the identity of migrants. The participants especially took a look at the situation of young immigrants living in Canada, China, Germany, Ireland, Sweden, and Switzerland.

In current discussions on migration politics ´integration´ is a frequently used term. In the workshop the meaning and value of the term were questioned. What is new about 'integration' is not the concept itself but that it has become a leading paradigm in politics. It has become a very strong concept referring to nearly all parts of politics and modern society. In the current state of a disintegrated society the concept of integration applies not only to migrants, but to society as a whole. The ´integrated´ society is seen as a solution for social problems and the marginalisation in capitalist societies.

There were critical voices arguing, that the concept of integration would produce the contrary - namely a distinction between ´us´ and ´them´. It was criticised that integration is mostly seen as a process that has to take place from the migrants´ side, with support from the government and society. Integration would not be assimilation but a two-way street, where all actors involved have to adapt to. A further criticism referred to the current integration politics. The focus would lie mostly on the language skills of migrants. A proof for the overrating of language skills was given by the example that 2nd or 3rd generation migrants who have overcome the language barrier still lack integration.

There was broad agreement that even more than other adolescences young migrants have to struggle to build up a new identity and find their place in the host countries. Many faced prejudice and discrimination as they failed to comply with the stereotype of the national citizen.

But what are the features of a typical national citizen? Is there at all a mainstream society that migrants could integrate into? A study on Muslims in Hamburg found that only 13 per cent of the respondents thought that others would regard them as German while 31 per cent would want to be seen as German.

This showed how the perception of the majority can contribute to alienating the Muslim population. The marginalisation of migrants is also often seen in their concentration in certain urban districts. Should these be considered as places of exclusion or inclusion? Are they a ghetto or home? The speaker pointed out that the immigrants´ experience of social solidarity is often only experienced within their own family, community or neighbourhood.

Sara Poma Poma and Nile Voigt

Key issues:

- ´Integration´ has become a leading paradigm in national and international politics.

- Young migrants have to struggle to build up a new identity and find their place in the host countries.

We provide support, but expect more

Germany needs to rethink its immigration system - maybe Canada can help

Organiser:
Harald Bauder, University of Guelph (Canada), hbauder@uoguelph.ca

Even though having a different migration history and historical commitment to immigration, it was discussed, whether Germany could learn from the Canadian immigration system or if there shouldn´t rather be a more general critical dialogue. Especially, the Canadian Point System and the Provincial Nominee Program are considered as useful systems which also could be implemented in Germany.

The Canadian immigration history and reality is quite different from the German experience with immigration. Speaking of Canadian natives, only three percent are considered aboriginal origin. The rest of the population descends from more than 222 ethnic groups. Canada is furthermore known as a country welcoming immigrants. Society largely accepts immigration and multiculturalism as necessary and enriching. Germany, however, has a large group of immigrants, but still doesn´t consider itself as an immigration country. Society as well as politicians in Germany postulate a two-way street which doesn´t exist in Canada: We provide support, but expect more.

The Canadian Provincial Nominee Program could be a model for Germany, because it enables the provinces to select applicants whose skills fit best to the current needs of the province. Another possible role model, the Canadian Point System, might have a signalling effect in the global competition for the best and the brightest. But there are four points why those systems might not be easily implemented in Germany. First of all, Germany does not have a comparable tradition of immigration. The 1973 general recruitment ban is still ingrained in the minds of the electorate. Secondly, there is little interest due to the natural language disadvantage. Other barriers are the demo-economic conditions, such as the decreasing demographics and the regulated labour market. Lastly, the Canadian system shows flaws in itself, for example mismatches on the labour markets between supply and demand. Before seriously considering the Canadian systems, Germany should wait for the outcomes of the Canadian evaluations made at the moment.

The question was raised, whether Germany really needs to follow the Canadian model instead of rather change its way of thinking. There was agreement that in one world everyone needs to learn from another and preferably lead a critical dialogue.

Germany should furthermore discuss the challenges and in particular the opportunities arising from immigration, since this was a lack in the past years. Diversity as well as migration needs to be seen as a positive effect and not only as a necessity for the national economy by only admitting high-skilled workers. The public debate should also include the important topic of racism and the occurrence that even high-skilled immigrant university graduates have trouble finding a job. In conclusion, it was pointed out that Germany first needed to admit to be an immigration country and change society´s common prejudices before trying to change its immigration system.

Sandra Müller

Key issues

- Canadian Point System: A system pioneered in the 1960´s, assessing skilled workers applicants by assigning points for education, work experience, age, arranged employment in Canada and adaptability; 67 points are required to be eligible for permanent residence.

- Provincial Nominee Program: accelerated immigration for high-skilled workers who wish to settle in Canada or British Columbia; requirement is providing significant economic benefits to the province and having the ability to become economically established; one needs to be nominated by a Canadian province.

W24-28   **Tuesday, October 28th, Bonn**

Muslim minorities in German and American cities: from invisible to visible?

Different ways in which Chicago and Berlin come to terms with their ethnic and religious diversity

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Organisers of the workshop attempted to defy the dominating trend of looking at the issue of immigration from the individual migrants´ point of view. Instead, they focused on how immigrant communities influence and change the cities in which they settle, as well as how immigrants react and adapt to their new urban settings.

The analysis was based on case studies of Chicago and Berlin. These cities were chosen as representatives of their respective countries' different federal policies on immigration.

Berlin was presented not only as the city with the largest number of people with an immigrant background in Germany, but also as the frontline of immigration debate in the country. With 22,2 per cent of Berliners being immigrants, and most of them Muslims, the federal government can see every day what legal provisions are necessary. There is an increasing number of federally funded projects aiming at inclusion and integration of the immigrants, especially women.

However, despite an ongoing debate, there is still no political consensus with regard to the way local Muslim communities should be integrated into the mainstream society. Despite federal and local efforts, prejudice lingers and Muslims find it much more difficult than others to find a job, especially women wearing headscarfs. Discrimination and exclusion result in spacial isolation of immigrant communities which might in the long run lead to the formation of ghettos or so-called parallel societies.

Even though Berlin is not as segregated as Chicago, concentration of immigrants in some districts such as Neukoelln, Wedding or Kreuzberg demonstrates an alarming trend. The German capital has not yet come to terms with its own diversity. Berlin Neutrality Law does not solve the challenges the city is facing, but it is still a considerable breakthrough as it shows Berlin´s gradual acknowledgement of its significant Muslim minority.

Chicago has been declared the immigration capital of the United States and demonstrates all typical problems immigration presents in US cities. With over 25 per cent of its inhabitants foreign-born, it is a very strongly segregated city. Not only do the Muslims not interact with Christians; there are also deep divides within the Muslim community.

Shia and Sunni Muslims compete against each other, as do Muslims of African-American and Asian origin.

Muslim immigrants often find it difficult to identify with their host country. The proportion of unemployed and uneducated Muslims is rising – 21 per cent never finish high-school. This can lead to an intensification of extremist views and more pronounced expression of Muslim faith. One example which has been presented is how the change in attitudes might be reflected in architectural developments: while previously mosques were very inconspicuous and could often have been taken for residential buildings, in the last few years a number of very impressive, richly ornamented mosques have been built.

Anna Wojnilko

Issues for further debate:

- To what degree do hyphenated identities create divisions in societies?

- How can we prompt integration among different Muslim groups?

- How can German cities stop spacial segregation?

W25-28   **Tuesday, October 28th, Bonn**

The land of milk and honey?

Immigrant caregivers face miserable integration conditions in their target countries

Organisers:
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Denise L. Spitzer, University of Ottawa (Canada), dspitzer@uottawa.ca

The workshop dealt with the dichotomy between the education enjoyed in the country of origin and the treatment in the target country of migrants, using the example of female live-in caregivers. There were two questions at the centre of discussion: To what extent is this disconnection a gender question or a class issue, namely a person being in a vulnerable position? And what are applicable policy solutions in national care worker programmes to deal with this problem?

In sum, there was broad agreement that female migrants who, regardless of their skills, are streamed into womens jobs such as caregivers, face the worst degradation of work, health status and income. Acknowledging the need to protect them legally from being exploited, national authorities of countries with live-in caregiver programmes should therefore better protect the unequal and feminised labour category.

Analysing different working categories, the experts pointed to the fact that professional degradation happens to everybody. Nonetheless, immigrant women predominate in working categories where it does not matter if their skills are high or low, while men are dominant in categories that are considered as skilled or high in demand. As women are also more likely to sacrifice their own careers for their families, the participants agreed that the disconnect between the migrants´ skills and the categories under which they migrate are highly gendered. When it comes to the level of integration the nature of work space also is of crucial importance. The legislation does not value the private and public space in the same way. Female migrants being employed in private households especially face exploitation and run the risk of trading poverty in their home country for poverty in their host country.

It was furthermore stated that the national outsourcing of the care system, as for example practised in Norway and Canada, is the result of an inappropriate child and home care programme. The national system was not able to recruit sufficient live-in caregivers, because the work in care with elderly people is considered to be economically low paid and ethically not valuable. Thus, authorities had turned to global workforce without adequately enforcing health and safety standards in their live-in homes.

In order to successfully integrate these immigrant nurses and care workers, it was finally argued that policy makers should allow them to take university courses to upgrade their skills and respond to their familial demands, employment rights and professional dreams. This would not only improve the governmental programmes, but also prevent the immigrants from wearing the label of the "unskilled".

Annika Schulte

Key issues

- An example of a national project is the Norwegian ´global nursing and workforce project´; in the next ten years policy makers plan to fill the labour shortage in the health care sector with 130.000 migrant workers; they look for nurses, doctors, caregivers; while ´importing´ the nurses from different countries they apply an ethnic hierarchy starting with Scandinavian, over German, Polish and Latvian to Filippino nurses.

- More research has to be done on the intersectional perspective of integration. This perspective analyses gender inequality in relation to other social categories such as race, class, age, ethnicity and nationality; knowledge generated from this approach will help to improve national gender equality policies.

"It´s all political"

Reasons why the convention on migrant workers' rights has not yet been ratfied - country cases of Canada, Germany and the Asian-Pacific

Organiser:
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It will enter into force on December, 8th in a number of countries but the Convention on Migrant Workers' Rights has not yet been ratified by any major western country.

Although the issue of economic migration is agreed to be one of the major pressing issues of the near future, only smaller developing countries - sending countries for the most part - have so far put their signature under the convention.

Why do Western countries refuse to comply? Researchers have tried to find an answer to this question and conducted studies in various countries, among them Canada, Germany and New Zealand.

It seems like the countries concerned cannot really give substantial arguments as to why they still have not ratified the convention. The justifications named in the course of various interviews with civil servants, NGOs and members of parliament refer for example to the fact that the migrant workers' rights are almost entirely covered by other ratified conventions. The convention in question therefore might simply be superfluous. This, of course, excludes the plight of illegal migrants - whose position most countries might fear to become too strong through the convention.

Also, host countries worry that the word of more rights will spread and attract even more migrants. Finally, national legal and technical questions seem to seriously hinder a wholehearted dedication to the convention.

In the end, it seems that political caveats and many states' fear of being the first to ratify override valid argumentation or even the denomination of one's own compunctions. Here, unlike some countries of the Asian-Pacific, Western countries should not hide behind others' lack of action.

The central demand formulated at this point is twofold: Firstly, governments must truly dig into the matter and secondly, it is most crucial to bring the matter on the table, to start a full fledged political discussion about it, and subsequently, allow a broad discussion with and within civil society.

Julia Langenhan

Issues for Further Discussion:

- Illegal migrants are the group harmed most by the non-ratification of the convention. Would it make sense to modify it to the basic social rights for illegal workers?

- Does a discussion of civil society and politics suffice to come to the ratification of the convention, or does the actual reason for non-ratification lie too deep?

- What composes the true added value of the convention?

- How can the ball get rolling after all?
And would it suffice to let other countries follow?

W28-28   **Tuesday, October 28th, Bonn**

Refugees - are they more special than other immigrant groups?

Few research and many challenges remain on balancing the integration potential and addressing the needs of refugees

Organiser:
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The prominent issue in refugee resettlement policies is the question what weight should be given to the integration potential of refuge seekers. It is of great concern that the humanitarian cause of providing protection to refugees might be undermined by practical consideration of further survival of refugees in the host country. As any other complex issue this question is multidimensional. Refugee programmes funding, delegation of rights and duties between federal and local authorities, involvement of NGOs and churches are among the most discussed topics and seem to be country specific.

It was noted during the presentations that whether explicit or implicit the integration potential as criteria for obtaining the refugee status exist both in Europe and North America. If this constitutes the violation of the basic human rights is another big issue. The evolution of refugee policies supported by statistics of refugees admitted in different countries show a clear trend. Since the year 2000, a practical view of pre-testing the candidates dominated the agenda.

Statistics across counties draw the similar picture that refugees are among the most disadvantaged groups even compared to other immigrant categories. They are less likely to be employed and educated. Many refugees suffer from health problems, especially mental problems related to the hardship they endured before. On the positive side, the situation of refugees is likely to improve as time goes by, which is supported by data from Canada. Moreover, second generations of refugees tend to be much better off than their parents.

However, the factors and causes that govern the process of refugee integration and successful resettlement are not well researched and this seemed to be the universal problem. There was an agreement that more longitudial and cross-country research was needed in order to provide policy makers with guidance on refugee resettlement. However, here lies a problem, taking into account the cases of successful refugees might prejudice the selection process of potential refuge seekers, which should be need-based.

Not only questions were raised, but also some examples of good practices from the United States and Netherlands were mentioned during the workshop. Pre-education, being absolutely honest about the need to be self sufficient once in the host country, providing full information about the values of the host country is a list of the measures that are needed to avoid future refugee problems. And once in the host country, refugees need programmes that adress their specific needs and bring them closer to the local communities.

The best solution comes from private-public partnership and better education of refugees and local communities, which enhances the potential for compromise and adaptability of both, refugees and host country.

Aibek Baibagysh Uulu

Important controversies:

- Integration potential versus need for protection

- Special refugee resettlement policies versus mainstreaming

W29-28   **Tuesday, October 28th, Bonn**

Strengthening the migration-development nexus

Sustainable urban strategies

Organisers:
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In political and societal debates the migration process is generally regarded as a special case. Current debates on urbanisation and migration are still often seen in a negative vain. This negative perception is likely to lead to further cultural and social segregation which might trigger conflicts in society in the end.

Throughout the workshop the important issue of using the positive potential of migration was stressed. It was further questioned why the capability of high qualified migrants is too often neglected by policy-makers.

The different time dimension for urbanisation in Europe and Asia was given as an essential background information for further discussions. In Europe the development of so-called megacities took around 120 years. In India, this trend took place in the last 10 to 20 years. Asia is one of the focal points of urbanisation. The aspect of scale and dimension can be shown by the urbanisation process of the Pearl River Delta. In 1990 around twelve million people lived there, in 2005 it were almost 45 million people. In Asia only four megacities existed in 1950. This number increased over the years to 28 cities in 1980, 39 cities in 2002 and will further increase to approximately 59 megacities in 2015.

Not only Asia is facing challenges with respect to sustainable urban strategies, also South Africa must figure out new approaches. The biggest problem originates from domestic migration and not, as often presumed, from foreign immigration. Urban development challenges can firstly be solved by differentiated and targeted planning for social needs of mobile populations. Secondly, the economic development potential of high qualified workers is too often neglected or denied. Additionally, there is an urgent need for combining national and local levels of decision-making.

In order to introduce a local approach, the situation of London with its cultural and social diversity was presented. Special attention was given to neighbourhoods and migrations. It is often the case that in neighbourhoods with different ethnic and religious backgrounds, people do not get in contact with each other.

The result is a lack of understanding and segregation. One negative consequence is a shift in the direction of far right voting. Local NGOs and foreigner associations try to tackle these problems. Nevertheless, they are not as successful as they could be because the communication on the grass-root level between these actors is not very effectively.

A European perspective was given on Croatian migrant workers in Germany and their transnational engagement. It can be said that the migrants disposition to engage in their home communities goes much beyond family support. However, there is a risk of making unprofitable investments in this context; instead, local actors should aim to sustainably use the existing potential.

Julia Damerow

Further points of discussion:

- How can national and transnational migration be considered at the same time for urban development?

- How can immigration and qualification be combined with development impulses for both, cities and developing countries?

W30-28   **Tuesday, October 28th, Bonn**

Cities of migration - the need to cooperate

Ideas, issues and the internet:
How to learn from and connect with other stakeholders

Organiser:
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There is an apparent need to better coordinate and exchange information and ideas on how to deal with migration and integration. This challenge has been recognised and taken up by all of the four speakers that represented an organisation or network working with a variety of ideas and strategies to close this coordination gap. By doing so, the aim is to improve the situation of migrants and immigrants in their respective communities as well as to offer valuable solutions to local governments.

Four organisations presented their work around three major topics: providing service to migrant/immigrant communities, bringing together those who seek services and those who provide services, and displaying examples of best-practices.

The majority of organisations aim at coordinating global learning programmes, so that (regional) governments, researchers, non-governmental organisations or migrant networks can get information from other stakeholders all over the world. The importance of the latter has been stressed in several contributions, since migration is a global phenomenon and needs to be answered as such. While migration policy is often discussed nationally, the lived reality of settlement and integration is unique in the local and urban context. There is still no organised way for Toronto to learn from Lisbon, or for Auckland to learn from Bonn for that matter.

Many integration projects and networks focus solely on research, not actual implementation; they often work in isolation from each other, and few are global in scope. What is needed instead, is to showcase good city-level integration practices that can provide innovative and practical solutions to common problems and challenge and be, ultimately, a source of city prosperity and growth.

By strengthening the connections and facilitating information sharing between key actors from foundations, government, community sector organisations and businesses, such learning networks can help to understand common needs, and advocate effectively for appropriate regional, national, and international policies.

In addition to the importance of learning from each other, the speakers agreed on the need to focus on local implementation.

One presentation gave a very detailed and practical picture of how to break down the immediate challenges into manageable tasks. Another pointed to a website offering detailed figures on the migrant community of each German city.

Lastly, all of the organisations use internet platforms that should eventually bring together potential employers and employees (on a regional basis), project managers and funding bodies (on a national and European scale) as well as activists, politicians and researchers.

Ruth Langer

Further information on the presenting organisations:

- Bertelsmann Foundation,
http://www.bertelsmann-stiftung.de

- Improving Brent/Barrow Cadbury Trust,
http://www.bctrust.org.uk/

- Maytree, http://www.maytree.com;
http://www.citiesofmigration.com (to be launched soon)

- Migration Policy Group,
http://www.migpolgroup.com.

W31-28   **Tuesday, October 28th, Bonn**

Comparability of discrimination data - impossible or just too expensive?

Different approaches for data collection and the resulting challenges

Organiser:
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Surveys on discrimination often still lack reliability and comparability. A research project of the EU Fundamental Rights Agency using new methods has just been completed. The results are not finally analysed yet. Two different survey methods were presented in the workshop which try to rule out earlier shortcomings.

The method of so-called situation testing has been developed by the International Labour Organization (ILO) and has been used in surveys in nine European countries since the 1990s. The test comprised different situations with two job candidates, one applicant from the hosting society and one applicant with migration background. These candidates were discribed equally qualified for the job and only differed in their ethnic background.
In the situation these candidates present themselves to prospective employers applying for a job opening. Afterwards the study participants were asked which candidate they would have recommended for the job. In this way, differential treatment between the candidate with migration background and the candidate from the hosting society can be statistically measured.

The second method is the analytical approach of collecting data by including non-respondents in the survey. It uses interaction by phone alone, but also real names and diplomas. This makes it cheaper than the more complex situation testing.

However, it remains questionable whether the data thus obtained is reliable and valid. One point of critique was that situation testing only relies on stimuli such as the accent, name, age and education. Furthermore, the methods used in the surveys differed between countries.

To be able to compare data between countries, it would be necessary to use the same methods in every country in regular intervals. Ideally the test would consist of a phone call, a curriculum vitae, and a personal contact. Even if the candidates were very well trained, the stimuli may vary between places and local plausibility. Thus, further methods and joint research projects should be developed to collect data across countries.

During the discussion several points were raised, for example how the experience of discrimination can actually be measured. It would be interesting to find out not only where, when, and how often discrimination occurs but also what triggers it. Furthermore, future research should investigate the influence of religion, origin or gender, and whether companies had previous contact with migrants.

All in all, there was a common understanding, that both approaches have their advantages. More importantly, participants agreed that future research comparing countries on this topic and better funding are necessary.

Evelyn Chamberlain-Pfister

Some survey results:

- The ILO-test showed, that a discrimination rate of up to 35 per cent was not uncommon.

- The proportion to get a positive response to a job request was 1:5.

- Most discrimination happens on the phone. These conclusions were very similar in all countries.

W32-28   **Tuesday, October 28th, Bonn**

From Internally Displaced People to Ecologically Displaced People

Are environmental changes a factor in human migration?

Organiser:
Marc Stal, United Nations University Institute for Environment and Human Security (Germany), stal@ehs.unu.edu

As environmental changes continue, migration may become more intense; however the so-called ´environmental refugees´ have no protection under international law. What then is the best way ahead? In a heated discussion participants at the workshop examined definitions, assessed research, and then went on to seek ways in which a policy framework could be established.

Environmentally induced human displacement dates as far back as the ice ages. In 1990 the Intergovernmental Panel on Climate Change (IPCC) warned that the single greatest impact of climate change might be on human migration. However, international humanitarian law recognises refugees, internally displaced people (IDP) and international migrants while it ignores people who migrate due to land degradation, sudden disasters (e.g. Tsunami), and industrial accidents (e.g. Chernobyl). Humans migrate because of a whole array of factors and ecological degradation is just one of them.

While it was generally agreed that environmental stressors do play a role in human migration, migration as an adaptation strategy to climate change was contested on several grounds. Firstly, there is a lack of empirical studies which intimately portray the environment-migration nexus. The impacts of some forms of environmental degradation like salinisation and soil erosion require a long time before they can be felt. This creates a degradation continuum of migration. Therefore, the question is whether there are tipping-points beyond which migration is largely ecologically induced? Furthermore, ´the poorest of the poor´ do not migrate because of lack of the means. Thus, when is migration due to ecological degradation `voluntary´ and when is it `forced´?

It was emphasised that research in the field of environmental studies and that of migration studies has evolved in separate and unconnected lines. While the environmental agenda has played the role of the `alarmist` and tried to show that environmental stressors may lead to large-scale human migration, the migration agenda has played the role of the `sceptic´ and largely ignored the environmental factor. This has created a vacuum in the environment-human migration discourse and calls for combined efforts.

In addition to a call for more interdisciplinary research that would encompass aspects of both environmental degradation and human migration, appropriate policy measures are equally important.

Firstly, there was a call to abandon non-inclusive `labels´ such as refugees and IDP that exclude other phenomena such as `environmental refugees´.

Secondly, since it takes a long time to negotiate and ratify treaties, soft law instruments such as guidelines based on international human rights law could be used in dealing with the new category of ecologically displaced people (EDP).

Lastly, there was strong consensus that a more intimate science-policy interaction is required, especially by bridging the discourses on development, migration, humanitarian aid, and the environment.

John Manyitabot Takang

A word of caution:

What exactly can policy in the migration arena contribute and how can policy in other fields contribute?

The discussion ended with a word of caution. Hasty decisions may lead to undesirable outcomes. Therefore, greater insight into both research and policy is required before we can move forward with certainty. Furtheremore, the limiting effect of official development assistance requires more attention.

W33-28   **Tuesday, October 28th, Bonn**

New avenues for steering integration

Best practices of integrating immigrants into the workplace

Organiser:
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This workshop focussed on issues related to the management of diversity at work and the prevention of immigrant discrimination within host countries labour markets. There was a consensus, that there is a need of steering the integration of immigrants into domestic labour markets. Thus hosting countries have to learn from the past. `Laissez faire´ policies, that address neither the needs of the hosting countries nor the needs of the people immigrating are therefore antiquated.

In industrialised countries there is an increasing demand for highly qualified workers, which cannot be satisfied by domestic labour markets. For this reason, several countries started initiatives to attract the attention of specialists of various working fields from all over the world. Different instruments like the so called ´nominee programmes´ were created to nominate applicants who have the skills, education and work experience needed to make an immediate economic contribution to the appointed province. Another instrument which is used to attract potential workers is the allocation of information of domestic labour market needs. These databases can be used by people who want to leave their home country and want to have a better idea, whether their qualifications are needed in the destination country.

Another problem is the integration of less qualified immigrants into societies of the host countries. Different instruments such as language courses and bridging programmes can make a significant difference for the successful integration of foreigners into a domestic labour market. Especially bridging programmes can help to close the gap in education or experience that immigrants may face once they arrive in a new country.

In that context it was also mentioned, that a lot of migrants face the problem, that qualifications such as university degrees or high school diplomas are not equally accepted in the countries of destination. This gap can lead to a frustrating situation in which highly skilled workers are operating in fields which are not related to their education or knowledge. To overcome this problem there is a need to develop programs in which employers and managers can hold a constructive dialogue with immigrants to learn more about their qualifications.

Another important point highlighted by the participants was that integration programmes in domestic markets do not just have to address immigrant workers, but also the workers from the host country. Otherwise these would lead to a structural separation of those people that should be brought together through this programmes. The perspectives provided in the workshop showed, that ´laissez faire´ policies are no longer an option.

Nils Goede

Key issues

- An important step for a successful integration of immigrants into the workplace is the recognition of diplomas and university degrees received by migrants in their country of origin.

- There is an increasing need for comprehensive integrations programs, which do not just address the migrants within a company, but also their colleagues and superiors from the host society.

W34-28   **Tuesday, October 28th, Bonn**

Preparing for the end-game or just staying put?

Possible approaches to assisted return programmes and local integration practices in European countries

Organiser:
Mariska Kromhout, Research and Documentation Centre (The Netherlands), m.kromhout@minjus.nl

The central issues raised in the first half of this workshop related to the legal and social positions of these migrants in the Netherlands and Spain. More precisely, different ways in which government interventions have created obstacles and opportunities for local integration have been discussed.

By assuming a situation in which integration is no longer a possibility, the second half of the workshop focused on efforts made by the Norwegian government and the International Organization for Migration to ease this process for migrants. These efforts were reached by means of good communication and counseling for those officially expelled. This might lead to the migrants´ possibly immediate return to their home countries.

Although the studies presented from Spain and the Netherlands both showed that irregular migrants' social and legal positions were unstable in many ways. There were some important differences between the two receiving countries.

The main difference appeared to be in relation to regularisation - despite both countries employing strict entry policies, regularisation programmes are common in Spain but rarely pursued in the Netherlands. As this regularisation allows full rights to healthcare services, it was agreed by participants that the Spanish system is more beneficial to the social position of the irregular migrants than the Dutch one (in the Netherlands doctors are instructed to provide patients with essential healthcare only).

In terms of labour rights, it was agreed that irregular migrants' social positions already weakened by poor working conditions in both countries were only made worse by government measures to curb illegal employment. This is because the crack-down on exploitative employers only serves to prevent irregular migrants from finding work. There appeared to be a general consensus that local integration policies were the only way to deal with large-scale irregular immigration, such as that found in Spain.

But what should happen when local integration is no longer an option and irregular immigrants face expulsion from the host country?

This question was answered in part by the second half of the workshop, which focused on government-to-migrant communication and counseling provided by non-governmental organisations prior to return.

One of the main issues raised at this point was that of appropriate means of communicating with the irregular migrants about their possible or indeed imminent returns. It was agreed that informative literature sent too early would fall on deaf ears – as migrants would not feel it was relevant to them. From a non-governmental perspective, assisted voluntary return programmes were suggested as an alternative to expulsion.

In sum, local integration was seen as the most appropriate policy for irregular immigrant communities - but that when push comes to shove, the return should be voluntary.

Faith Dennis

Issues for debate:

- To what extent, if at all, should return be promoted by non-governmental organisations?

- Should the term ´irregular´ replace´illegal´?
Has irregularity become a requirement for regularity?

METROPOLIS
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13th International Metropolis Conference | Mobility, Integration and Development in a Globalised World | 27 - 31 October 2008, Bonn

W36-28   **Tuesday, October 28th, Bonn**

Violence causes counter-violence?

New survey on young European Muslims´ experiences of discrimination and the link to violent acts

Organiser:
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The own experience of racism and social marginalisation among migrant youths is closely connected to a certain attitude towards violence and radicalisation. A new survey conducted by the European Union Agency for Fundamental Rights (FRA) takes this thesis as a starting point and aims to give new insights into a hardly researched topic. The research results will be published on the FRA´s websites in order to make the data set available to the public.

On this purpose, a quantitative research based on questionnaires for young people aged 12 years and older was handed out to youths in schools and similar institutions. The questionnaire is based on current studies and is meant to meet the lack of standardised research instruments in this field. The main target group are young Muslim migrants. To date, there has only been little research on Muslim minorities in Europe. For this purpose the survey´s samples were targeted in areas of a high ethnic minority concentration, i.e. a high percentage of Muslim population.

The project is being implemented in four countries, France, Spain, England and Scotland, in order to compare data from the single countries at EU-Level. At the moment, the second phase containing the fieldwork at schools is completed. Results of the survey will be published in spring 2009.

Each country faced different problems through the fieldwork in the schools. Depending on national laws and immigration percentages the researchers made various experiences ranging from uncooperative school head teachers to participants fearing stigmatisation by questions concerning their religious views or their family background. To guarantee identity rights the questionnaires were conducted anonymously which also helped the young respondents to answer personal questions honestly.

A main challenge will be to compare the single countries´ results. Part of the survey´s results will be an analysis of the participants´ lifestyle profiles, the experience of violence and discrimination, and a demographic, cultural and religious review.

In spring 2009, the first results might offer new insights into possible indicators on the link between social marginalisation and a higher propensity to violence. But even if there are any, the researchers insisted on only indicating characteristics, but not publishing a ´handbook´ on Muslim youths.

Kathrin-Beatrice Tholen

Question for further discussion:

- An open question stays to what extend the survey´s results can be taken as an indicator on Muslim migrant` discrimination and social marginalisation and possible links to a certain crime attitude. Perhaps these links are connected to the phenomena of second generation migrants in general and are not limited to young Muslim immigrants.

- It should also be discussed whether the tendency to overstate issues of young Muslims as ´stereotypical kids´ is related to a greater likelihood of experiencing discrimination due to their migration background which might lead in turn to increased violence as a response.

![Metropolis Bonn - Germany logo]

13th International Metropolis Conference | Mobility, Integration and Development in a Globalised World | 27 - 31 October 2008, Bonn

W37-28

New directions in the United Nations's migration policy

After long neglect, the organisation is now coming up with its own proposal for action

Organisers:
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Bruno Salzmann, University of Hanover (Germany)

Never before has international migration policy been of more concern to the United Nations than today. This was exemplified by how the UN's Global Commission on International Migration (GCIM) suggests to improve migration policy in the future. More specifically, accounts of two immigrants made a case for how to improve Germany's policies in this regard.

In the UN's infant years, a whole range of topics other than international migration dominated the agenda. Among them were economic and social development, decolonisation, human rights, disarmament and peacekeeping. It was not until 1974 that the migration policies of UN member states were deemed worthy of further inspection. A then observable trend in diminishing migration movements was expected to continue - a completely unrealistic assumption as it turned out ten years later.

At this time, receiving countries began to recognise the positive contribution of immigration to the development of their economies. Another ten years later, a series of events including the disintegration of the Soviet Union and Yugoslavia and the crises in the Gulf States and Rwanda among others led to an unexpected surge in international migration. Therefore, the importance of examining the root causes of migration has been increasingly emphasised ever since. Furthermore in 2004, the UN eventually realised the impact of migrants' remittances on the global economy, which was said to be another important dimension to reckon with in the future.

Participants generally agreed upon today's need for an even broader platform to present the phenomenon, the problems and possible solutions regarding international migration. Some key findings in a recent report by the GCIM, were introduced to the workshop's participants. The report was presented in light of issues such as: Migrating out of choice, the link between an economic and developmental impact, how to address irregular migration, and protecting the rights of migrants. Much emphasis was placed on the necessity to always maintain human rights as an unconditional basis for today's migration policy.

As part of this workshop, first-hand accounts of second generation immigrants further illustrated in which ways migrants and their offspring are perceived in Germany in particular. In this case, open discrimination did not seem to be much of a problem. However, it looked as if immigrants of any generation certainly are subject to preconceived ideas, due to their distinct physiognomy alone. The immigrants' personal experiences in mind, there was a strong call for Germany to redefine its stand on immigration, embracing immigrants as a blessing, not a burden.

Martin Weigelt

The UN´s six principles on migration policy:

- Combating forced migration

- Reinforcing economic impact

- Addressing irregular migration

- Strengthening integration

- Protecting migrants´ rights

- Enhancing governance

Notes

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