



13th International Metropolis Conference

Mobility, Integration and Development in a Globalised World

Daily Conference Report

October 29th, 2008, Bonn

METROPOLIS

BONN - GERMANY





Conference participants exchange ideas in the lobby of the plenary hall of the former German Bundestag



The drivers of integration policy in Germany



Convergence or divergence? Do not expect easy answers

Foreword

Cornelius Adebahr & Verena Sattel

Germany, host country of this year's Metropolis Conference, had long denied the fact that it is also home to millions of migrants. The recent paradigm shift in the German debate about integration is exemplary of how deeply societies are affected by migration. The country is still trying to come to terms with the migratory waves of the past – one successful example being the recent opening of a mosque in Duisburg. Only halfway through this process, it also braces for future workforce shortages that it aims to counter by attracting high-skilled workers from abroad.

The latter point is a concern shared by all societies in ageing Europe. The Blue Card – modelled after the famous American Green Card scheme – is only one of the answers EU member states have given. Others relate to the sharing of good integration practices, from offering courses for recent migrants to fundamental reforms with a view to providing equal changes in education and at the workplace. Given the interdependence between countries of origin and those of destination, it can only be welcomed that, for example, European and African countries have started to address questions of migration as part of their mutual development policies.

Ultimately, formal and informal integration processes reveal a lot about how societies function at the core: Do people in a host country put the stress on assimilation into existing structures or do they welcome multicultural diversity? Do policies favour convergence or divergence when trying to achieve a degree of social cohesion without which our states would fall apart? In the end, integration becomes a degree of a society's strength, of its openness to change and the new that migration has always brought.

Wednesday, October 29th, Bonn

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Plenary 3

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Successful integration means both convergence and divergence

*Why the concept of multiculturalism is not yet out-dated***Keynote:** Ella Vogelaar, Minister of Integration and Housing, The Netherlands**Panelists:** Sarah Spencer, COMPAS, University of Oxford, United Kingdom**Jan Niessen**, Migration Policy Group, Brussels, Belgium**Yngve Lithman**, Centre on International Migration and Ethnic Relations, University of Bergen, Norway

Chair: Michelynn Lafleche, Runnymede Trust, United Kingdom

Keynote: Oded Stark, Universities of Bonn, Klagenfurt, Vienna; Warsaw University; Warsaw School of Economics

The debate on migration has recently switched to a more practical and target-oriented approach, leaving behind the era of big concepts and ideas such as multiculturalism versus assimilation. Today, practical questions are in the foreground, i.e. what do we want to achieve with integration policies? What is needed to make our diverse societies work successfully? An agreement has been reached that integration has to be defined as an overlap of a host of societal influences and currents.

Although the concept of multiculturalism has increasingly been criticised, even judged a misleading concept, it is still an important force in the debate on integration. Understanding the needs of immigrants is important to help them to identify with their new environment, with the traditional values and long-established rules of the host society. For quite some time, however, integration equated with assimilation. The recognition of divergence and the understanding of different needs and cultures of immigrants remain key. The question is how different cultures interact rather than how the overall power is distributed within societies, i.e. between the host population and migrants.

Immigrants' identification with the host society and a feeling of belonging play important roles for integration. A common language is a prerequisite for the ability to participate in everyday life; the same goes for the acceptance of common rules and values. Consequently, the discussion focussed on the question of responsibility: Immigrants are no longer seen as the only group responsible for a successful integration. Public institutions like schools, associations, faith-based organisations etc. also play an integral part in the integration process.

While the influence of policy measures on the integration process tends to be overestimated, cities and municipalities - like societal organisations - play a crucial role in the process of integration, too. Cities are key players not only when it comes to guarantee the access to jobs and services but also in the build-up of a common identity. Cities and municipalities, unlike the nation state, allow for an easy access to society and its institutions. Therefore, for many immigrants it is probably easier to identify with their local rather than their national community. Language is key to the concept of identity.

The new integration law in the Netherlands, promulgated in 2006, is a telling example of that theory. Its approach is a combination of convergence and divergence. All newcomers have to participate in language courses as well as in Dutch history and culture lessons. These classes shall support newcomers in their effort to integrate and shall give an overview about the Dutch society. Language knowledge is considered a key factor for integration and for a diverse society based on common rules and values.

Sabine Fehrenschild

Perceptions about immigration in the general population in Europe:

- There is no relationship between the wealth of countries and the general population's attitude towards immigrants, nor between levels of employment or unemployment and attitudes towards immigrants
- If there is a correlation between immigration density and attitudes towards immigration, it is a positive one.
- A shared fallacy: In all European countries the share of foreign born is vastly exaggerated in popular opinion, from 60-70% (in Denmark, Norway, Germany and Sweden) to 150-200% in France and the UK.

Plenary 4

Wednesday, October 29th, Bonn

Germany believes in immigration after all

Immigrant Germany has a lot of catching up to do but reform is on its way at last

Keynote: Armin Laschet, Minister of Intergenerational Affairs, Family, Women and Integration of the State of North Rhine-Westphalia, Germany

Panelists: Peter Altmaier, Parliamentary State Secretary of the Federal Ministry of the Interior, Germany

Sebastian Edathy, Member of the German Parliament, Committee of Internal Affairs, Germany

Cem Özdemir, Member of the European Parliament, Brussels, Belgium

Rita Süßmuth, Former President of the German Parliament, Member of the Global Commission on International Migration (UN), German Independent Commission on Migration, Germany

Chair: Ulrich Reitz, Westdeutsche Allgemeine Zeitung (WAZ), Essen, Germany

Although having long been one of the world's major receiving countries, Germany is just now starting to accept this fact as part of a new identity. This veritable paradigm shift can be observed in a number of novel measures in order to deal with an undesirable drop in immigrant arrivals. Some of the measures discussed aimed at tackling problems in the educational system, naturalisation procedures, and practices in the recruitment of skilled labour.

Ever since the OECD published a survey revealing that there is no country in which the opportunity for education is more dependent on social status than it is in Germany, policy makers were hard pressed to take action. Although public debate might paint a picture of this problem being exclusively reserved to migrants, in actuality many regard this to be the fault of the rather peculiar secondary educational system. Putting children into separate school tracks by the age of ten, based on their performance so far, does nothing but broaden the existing divide even further. Still, integration seems to be in for betterment: on average, newly naturalised immigrants have a higher degree of education than the common native.

Germany's current treatment of dual citizenship for people from outside the EU came under much criticism. Second generation immigrants have to choose between citizenship when reaching majority. For many this poses a serious predicament: Rather honour one's ancestry or fully embrace the country one has grown up in? Despite a strong call for action on this dilemma, it might be necessary to gain more experience and wait for Germany's first immigration law to bear fruit. Others say that reform stopped midway. Naturalisation in Germany has never been an easy enterprise. Besides having lived and worked here for many years, anyone eager to become a full citizen must pass a controversial test many consider to be offensive.

Of course it is in the country's best interest to attract immigrants who are highly qualified. In the future, however, Germany must not neglect skilled migrant workers of lower qualification either. Avoiding brain drain in the less developed countries of origin is an additional challenge for everyone involved. A possible solution was mentioned with the concept of circular migration. After a stay of a few years only, having obtained experience and further qualification, immigrants are supposed

to return to their country of origin, contributing to its development in the process. As of today, immigrants' qualifications are still mostly frowned upon by German authorities. Appreciating the arrivals' capabilities is a start but their training qualifications gained at home must be recognised as well. Fostering a "culture of recognition" was unanimously considered to be of the utmost urgency. Proposals for a new immigration law addressing these issues are already being debated in German parliament, possibly coming into force on New Year's Day 2009.

Martin Weigelt

Ius soli and Ius sanguinis:

- Germany is one of the few European countries to have adopted *Ius soli*, meaning immigrant children being born inside the country's territory receive citizenship by default.
- This functions in addition to the conventional *Ius sanguinis*, granting citizenship to anyone born to a German parent.
- However, a number of restrictions and technicalities sparking much debate still apply.

W38-29**Wednesday, October 29th, Bonn**

African Diaspora groups as agents of peace or conflict

To what extent are these labels meaningful?

Organiser:

Andrea Warnecke, Bonn International Center for Conversion (Germany), warnecke@bicc.de

Presentations throughout the workshop mirrored the viewpoints and objectives of actors that are currently involved with African Diaspora in the policy, academic and practical fields alike. Discussion was strongly guided by a debate surrounding the definition of terms within the field of African Diaspora. By describing the contention surrounding the terms one is able to get a fairly vivid picture of the vast number of issues addressed. Participants debated two-fold around the definition of 'Diaspora groups' as well as what 'peace' and 'development' mean in general terms and for members of a Diaspora group in particular.

Participants throughout the workshop continued to redefine the concept of 'Diaspora' reaching a relative consensus. A member of a Diaspora was considered to have a strong affiliation with their country of origin and its associated history and culture, in a network with others stemming from the same country. Further on the viewpoint was expressed that a member of a Diaspora can have a strong sense of affiliation with the country of origin but also with the country he is currently residing in. Potentially one could also consider identification beyond these two countries and therefore see no restriction in the identification with a particular Diaspora. A vital distinction to the term migrant was therefore seen in the self-ascription to a certain national Diaspora.

The aim of the workshop had originally been to focus on the contributions of African Diaspora towards development and peace in their countries of origin. This aim became problematic throughout the discussion due to the different viewpoints of what constitutes 'development' in developing countries and what actions and processes one can consider to be contributing to the establishment of peace. Early on in the workshop it was argued that Diaspora groups have a very large potential for the contribution to development through their social capital including knowledge, expertise and network affiliations. Some of the actions undertaken by Diaspora groups are not officially recognised as being part of development. Some suggested a distinction between development as a practice and development as a process. Furthermore, Diaspora groups are not considered to be involved in peace processes as such, however certain types of development that they are involved in contribute to the establishment of peace.

The potential of Diaspora groups in development processes and in collaboration with international and national development organisation was repeatedly highlighted. Another interesting point was raised with regard to identifying actions that contribute to peace. Do Diaspora groups who are involved in conflict and possibly the support of violent conflict indirectly also bring about change and development in a particular country? To what extent are their actions necessary for processes of democratisation?

Variations in the definition of relevant concepts appeared to contribute to differing perspectives on the potential of African Diaspora groups. Consensus was reached that there needs to be a middle ground between viewing Diaspora groups as 'agents of peace' and as 'agents of war'.

Eva Riedke

Some critical points with regard to the 'potential' of Diaspora groups:

- Without the successful integration into the country in which a Diaspora member is residing he/she has very few resources for the contribution to both development and peace.
- Only through successful integration do individuals acquire an education as well as the financial resources that were seen as an essential element of Diaspora groups. However, this point remained undebated.

W39-29**Wednesday, October 29th, Bonn**

Ain't no mountain high enough

European cities taking action against racism and discrimination

Organisers:**Christof Meier**, City of Zurich Integration Office (Switzerland), christof.meier@zuerich.ch**Hans Hesselmann**, City of Nuremberg Human Rights Office (Germany), menschenrechte@stadt.nuernberg.de

The European Coalition of Cities Against Racism is a network of cities. Its members are interested in sharing their experiences in order to improve their policies against racism, discrimination, xenophobia, and exclusion. Launched by UNESCO in 2004, 82 municipalities from 17 European countries have put the Ten-Point Plan of Action into practice (see box below). In the workshop, representatives from the member cities Zurich, Nuremberg and Cologne exchanged their implementation experiences to help overcome stumbling blocks.

Regarding different implementation practices, two main questions were at the centre of discussion: firstly, how to change peoples' perceptions by means of awareness-raising campaigns and secondly, how to change peoples' behaviour utilising anti-discrimination laws in business licences. In sum, it was agreed that the awareness campaigns should not only target those who mistrust 'the other', but also reassure those with an open attitude towards foreigners. As a last resort, prohibitive action such as revoking perpetrators' business licences could reduce public incidences of discrimination.

On the issue of raising awareness, the panellists argued that important strategies include public relations work, educational programmes on human rights for both adults and children, as well as billboard campaigns. Beyond these approaches, one participant addressed the general lack of people with migration background in public. She emphasised that once all cross-sections of the population are represented in the media and the public sector, discrimination levels will drop by themselves. For example, having teachers of various ethnic origins in state schools will provide children with a positive image of a multi-ethnic society. Moreover, the teachers function as role models for children of different ethnic backgrounds, as they can help to strengthen children's identities.

With regards to the prohibitive approach, Stockholm's municipality was named as the first to define anti-discrimination by law. In Nuremberg, policy makers are currently working on writing anti-discrimination clauses into business licensing laws. The city of Nuremberg acknowledges the historic responsibility resulting from its role during the Nazi dictatorship. The Nuremberg laws of 1935 provided a pseudoscientific basis for racial discrimination against Jewish people.

The city is therefore particularly committed for striving for the recognition of human rights. Cologne, in contrast, has only opted for policy recommendations. Despite changes in discriminatory behaviour due to these clauses, municipalities do not feel a need for action in this area. They prefer to focus on the protection of basic rights upheld in municipal law.

The underlying problem of anti-discrimination programmes as pointed out by the panellists, however, is that everyone understands 'discrimination' differently. People may not consider themselves racist, but still hold prejudices against foreigners. Terminology also poses problems, as it is difficult to find politically correct terms when discussing discrimination, racism and integration. There will always be a group or section of society who feels disgruntled by the use of certain terminology.

Nevertheless, the representatives all made clear that whatever obstacles encountered along the way, the fight for social justice and equality should not be given up.

Annika Schulte and Faith Dennis

The UNESCO Ten-Point Plan of Action

1. Greater vigilance against racism
2. Assessing racism and discrimination and monitoring municipal policies
3. Better support for the victims of racism and discrimination
4. More participation and better informed city dwellers
5. The city as an active supporter of equal opportunity practices
6. The city as an equal opportunities employer and service provider
7. Fair access to housing
8. Challenging racism and discrimination through education
9. Promoting cultural diversity
10. Conflict management

W40-29**Wednesday, October 29th, Bonn**

Welcome to ambiguity!

Highly skilled workers - wanted, but still not welcome

Organisers:

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Labour market integration of immigrants is a widely discussed topic these days. It seems to be necessary to differentiate between desired highly skilled and tolerated lowly skilled migrant workers to have successful integration policies in power. Problems of integration contain questions on the influence of social networks, exploitation of migrants or devaluation of migrants' work among others. However, surveys show that the problems of differently qualified workers do not necessarily have to vary too much, although public demand shows a clear preference.

One major task of integration policies is to recognise and to realise the migrants' cultural capital in their hosting countries. The development of certain knowledge and experiences depends on three different aspects: legal, social and personal issues. These however cannot be regarded separately but are often linked to each other. A migrant entering a labour market depends on national legal regulations as well as on how much she is integrated into a local network. Even though many governments call for highly skilled migrant workers, a Nigerian engineer might fail to find work adequate to his skills in Germany, because a job centre's employee is not able to acknowledge the foreign qualification. On the contrary, the very same person might be able to integrate into a local labour market because his cousin knows the business manager of a medium sized enterprise. However, it is not necessary to have strong ties to family or friends that help to enter the job market. Also weak ties might contribute to an access as recent studies have proven.

It is not easy to find a consensus among policy makers of how to ease migrants' problems to enter labour markets. One issue which has to be discussed is the importance of language competences. How important is fluency in the host country's official language for migrant workers? To gain those skills might on the one hand mean a loss of cultural capital but can on the other hand be helpful to integrate into new social networks.

Differentiating the personal, social and legal aspects of a migrant worker makes a migrant vulnerable. Differences in legal status or a lacking knowledge of local working rules often prevent migrants from integrating in certain networks or to find work adequate to their academic skills.

Surprisingly, even so-called elite migrant workers, those highly skilled academics that politicians demand in order to foster economic growth, often face similar problems to integrate into labour markets.

For meeting the demands of an economic utilisation of migration it is crucial to adjust social as well as legal aspects of national migration policies, and to enhance integration programmes with regard to recent research results.

Kathrin-Beatrice Tholen

Further questions:

- Which differences can be detected between migrants of the first and second generation? Is it more profitable to invest resources in the first or in the second generation?
- How is maybe the integration of highly skilled migrant workers managed who did not come as professionals to the host countries but as refugees or family migrants?
- What legal regulations can hinder their successful integration?

W41-29**Wednesday, October 29th, Bonn**

The dialectics of integration and segregation

New findings in research on cross-border migrant organisations

Organisers:**Ludger Pries**, Ruhr University Bochum (Germany), ludger.pries@rub.de**Zeynep Sezgin**, Ruhr University Bochum (Germany), zeynep.sezgin@rub.de

Scientists conducting research on cross-border migrant organisation (CBMO) presented their approaches to the topic and first findings from the United Kingdom, Spain, Poland, and Germany. This subject has not attracted much attention in the past decades and thus, a lot of basic research remains to be done. Nevertheless, interesting observations have already been made in the project's comparative approach.

The presentations revealed certain factors that influence the nature of CBMO existent in a country. It seems that national migration regimes as well as national migration histories play outstanding roles in the emergence of CBMO and their functions in society. Other interesting aspects of the research area are in the actual nature and characteristics of different CBMOs. Here, the approach of the researchers towards the subject appears to be essential for future results. Finally, participants observed a definitional gap in the presented research.

The national migration regime (institutionalised ways of controlling mobility and economic, political, social, and cultural incorporation of migrants) as well as international migration systems are important factors in the emergence and nature of CBMOs. At the same time, national migration history also plays an important role. Whereas the UK and Germany look back on a long history of immigration, Poland and Spain traditionally were emigration countries and only recently became the target of immigration. Apparently, the level of participation of CBMOs in integration initiatives depends on the receiving nation's perception of itself as an immigration country and thus, the existence and possible benefits of migrant organisations.

Migrant organisations can put forward their members' social and system integration or function as catalysts for segregation – or do both at the same time. The nature and characteristics of migrant organisations are as diverse and multiple as their backgrounds and environments. Thus, researchers have a hard time identifying an organisation's aim and fields of activity: is it primarily religiously motivated or rather out of political or charity reasons – or do all those motivations play a role in their activities? Participants agreed that a binary functionalist approach towards the topic will not be sufficient.

The adjacent discussion revealed that there remains a need for clarification of the definition of CBMOs as participants observed that not every diasporic, ethnic minority or even migrant organisation by nature constitutes a cross-border organisation. Scientists should take into account the perspective of CBMO on definitional categories. An emphasis should further on be put on fundamental research.

Participants agreed that CBMO related research constitutes a highly important field of migration studies and in the future it will contribute to political debates.

*Dorea Pfafferott***To keep in mind for future research:**

- Cross-border migrant organisations increasingly make use of internet technology.
- Especially younger migrants employ websites and blogs and thus, form part of further-reaching transnational migrant communities.
- Scientific research should not miss the opportunity to include this area in their realm of study.

W42-29

Wednesday, October 29th, Bonn

Identity is a key to success

Complete assimilation to the host society is not always the best strategy

Organisers:

Klaus F. Zimmermann, Institute for the Study of Labour (Germany), zimmermann@iza.org

Amelie F. Constant, DIW DC Institute for the Study of Labour (IZA) (United States), constant@diwdc.org

Discussion topics in this workshop were ethnic identity, acculturation strategies as well as real world experiences and policy implications.

Although the country of origin plays an important role for immigration histories, it cannot always explain the complexity of ethnic identity. Ethnic identity is defined as the commitment to and identification with one's culture. Whereas ethnicity is permanent, ethnic identity is dynamic and can evolve over time. When facing cultural differences, encountering rejection and racism, or feeling threatened by the dominant majority, higher levels of identification with the culture of origin might develop as a response to this experience in the new host country. Different opinions exist whether the interaction of different ethnic and cultural groups will lead to increasing convergence and homogeneity in society. Delegates widely agreed that this is not likely to happen. Convergence tendencies seem to always be counteracted and balanced by opposing developments.

Acculturation is a process of cultural and psychological change caused by intercultural contact. Acculturation affects all groups in contact, not only the minority groups. There are four different acculturation strategies: integration, assimilation, separation and marginalisation. Integration refers to maintaining the own cultural identity while participating in the hosting society. Assimilation means to completely take on the host country's national identity while abandoning the original identity. Separation describes the practice of rejecting the host country's identity while preserving the own identity. Marginalisation refers to rejecting both. These acculturation strategies of ethnic minority groups are mirrored by the acculturation strategies of the larger society which are multiculturalism, melting pot, segregation and exclusion.

Real world examples show that integration is the most favoured as well as the most common form of acculturation strategies among immigrants, whereas assimilation is the least desired strategy. Again, integration in this context is a national orientation towards the host country while preserving the own ethnic and cultural identity. Integration also seems to be the most promising acculturation strategy as immigrants classified as integrated have better employment opportunities

and are in more favourable psychological conditions than the three other groups.

One of the main factors hindering successful integration is the way immigrants are received by the host society. Negative experiences such as discrimination trigger negative reactions towards members of the host society such as separation and rejection of the host culture. Positive signals yield positive reactions. Long residence, sociocultural adaptation and fluency in the host language are also positively related with integration. The notion that integration as opposed to separation is most favourable both from the immigrants as from the host society's point of view was widely agreed upon. There was some debate on how to achieve it. Some argued that living in ethnic enclaves hinders integration, whereas others stated that it can lead to a higher identification with the host society. Thus, policy recommendations ranged from mixing neighbourhoods to allowing ethnic concentration areas.

Assa Dembélé

Acculturation Strategies:

- Integration:
maintain ethnic and cultural identity and take on national identity
- Assimilation:
reject ethnic and cultural identity and take on national identity
- Separation:
maintain ethnic and cultural identity and reject national identity
- Marginalisation:
reject ethnic and cultural identity and national identity

W43-29**Wednesday, October 29th, Bonn**

Gender and migration

Who comes and who stays? And at what cost?

Organiser:**Maria Manuela Mendes**, Technical University of Lisbon (Portugal), mamendesster@gmail.com**Sonia Pereira**, University of Lisbon (Portugal), s_pereirapt@clix.pt

This workshop facilitated an intensive debate on various aspects of gender implications in the migration context, with a special focus on the care sector of the labour market. Three key concerns were raised. The first issue evolved around the different ways of getting into the (official and unofficial) labour market. Furthermore, issues concerning the under-utilisation of skills, and the reasons for low retention rates of immigrants were discussed. All of the above issues were portrayed under the assumption that the overwhelming majority of so called 'unskilled' immigrant workforce is female.

Issues on the labour market gained most attention. This might be due to the fact that access to the labour market is a pre-condition for many immigrants entering the host country. However, in particular those people who arrive under the category of unskilled workers face a number of obstacles when seeking employment and trying to integrate into the domestic community. Usually these people are bound to rely on unofficial networks, which often take advantage of the lack of information of the incoming workers. In some cases, these networks are divided among the different categories of unskilled jobs and each category is dominated by a distinct ethnic group or nationality. Given these circumstances, it is hard for newly arriving immigrants to choose their future workplace freely and to determine their path of integration independently. Often the initial job-providing network claims financial compensation for their services and has an interest in keeping these channels open. Detailed knowledge of the local conditions is imperative for any change to be long lasting and beneficial to the immigrant workers.

Closely linked to the first point but creating its own consequences, is the failure of many host communities to identify and make use of the skills of the immigrant workforce. This problem starts with a lengthy and incomprehensible procedure for the recognition of diplomas and other certificates. It is followed by a lower categorisation of the 'value' of the migrant, and mostly results in unsatisfactory working conditions for the migrant. One major critique of this rationale is the neo-liberal approach to measuring the 'worth' of a person, which is based on pure economic criteria that do not leave any room for needs-assessment or the incorporation of domestic work (the housekeeping mother being the prime example thereof).

Moreover, assigning a qualified person to a low-skilled position is a waste of resources and a humiliation for the immigrant. This is where the last point becomes important: The question how to keep immigrants in the communities for a longer time. Due to demographic pressure, a number of countries have acknowledged the need to attract immigrants. In fact, often regions which are economically deprived or sparsely populated try to draw in migrants to boost their socio-economic development. While nearly all of these communities attempt to fast-track the recruitment of high-skilled labour, this does not mean that they are providing better services to these groups and thus make their community attractive for immigrants so that they stay on. However, due to a lack of infrastructure, integration services, unattractive employment opportunities, and discrimination, most migrants do not see a future. There are examples of government and NGO initiatives to work against this trend. Nonetheless, a lot remains to be done to overcome this divide.

Although most of these points can be applied to male immigrants as well, the speakers stressed the fact that female workforce is especially bound to certain fields of employment. Recognising this is a first step to start working on the problem of female integration.

*Ruth Langer***Further topics to discuss:**

- Official policy language often leads to the derogation of migrants. One example is 'unskilled migrants'.
- Wouldn't the term 'less skilled worker' be more apt?
- More attention should be paid to the correct usage of language - especially in the field of migration.

W44-29**Wednesday, October 29th, Bonn**

Fight against isolation

How to build bridges between migrants and host communities

Organiser:**Maria Manuela Mendes**, Technical University of Lisbon (Portugal), mamendesster@gmail.com**Sonia Pereira**, University of Lisbon (Portugal), s_pereirapt@clix.pt

Countries such as Portugal, the Netherlands and Australia share a long history of immigration. As governments, NGOs and communities get more aware of the problems of immigrants and their descendants, multi-functional approaches have been found to improve the immigrants' as well as the host countries' situation.

Generally, immigrants and their descendants suffer from various problems. Legal barriers, spatial segregation and educational mismatches are among them as are difficulties in accessing training and employment, weak representation and identity conflicts. As a result, the vertical social mobility of many immigrants is low, which consequently diminishes their overall perspectives in the host country. All of these problems foster the isolation of migrants.

Given these problems, integration policies face various challenges. Basically, they have to start or improve building bridges between immigrants and local communities to fight isolation. Gaining better access to immigrant communities, especially to young people, is a crucial issue in this context. Their inclusion into the political structures has to be promoted. All integration policies are supposed to increase the acceptance of immigrants in local communities. As acceptance rises, self-esteem and a sense of belonging to the community will be improved. In this way, the cultural diversity within our society is likely to increase coherence and thus, lead to a shared identity in society.

Governments, NGOs and communities developed different approaches to integration policies. Governments face the task of erasing legalisation barriers and providing access to nationality. Moreover, governmental as well as community and NGO programmes should provide growth and jobs. Educational inclusion of immigrants has to be improved. Professional training programmes and cooperation with local and national enterprises raise the employability of immigrants. Communities can achieve a plus in participation and intercultural competence by organising public events.

It became obvious, that there is more than one way to match the given challenges. Participants discussed if integration policies should derive from bottom up or be implemented by national governments.

Nevertheless, there was general agreement that incentives for immigrants and their descendants to join and contribute to a nation's political and social progress are crucial. In conclusion governments, NGOs and communities have to match the current challenges. Only vertical, multifunctional approaches with a long-term commitment are suitable to match at least most of the current issues.

*Sven Poehle***Questions for further discussion:**

- How can bridges be built across social classes?
- How can governments provide a better framework for integration policies?
- Which are positive examples or role models of social integration among immigrants?
- How can not only young people, but also their families, especially senior immigrants be included into integration programmes?

W45-29**Wednesday, October 29th, Bonn**

Beyond the economic perspective

National migration management and its political and social implications

Organiser:

Hans Dietrich von Loeffelholz, Federal Office for Migration and Refugees (Germany),
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The workshop gave an outline of various national migration management approaches from different countries and from a global perspective. The workshop was complemented by a controversial discussion on the political and social effects of migration.

Just recently, the topic of migration attracted the attention of the government in Mali and resulted in the creation of an institution to deal with migration tasks. The aim of the Information and Research Centre on Migration is to facilitate temporary emigration and to get access to offices that are promoting youth employment. Even though the United States has its long experience in dealing with immigration policies, legal migration system has not changed since the 1960s. It gave rise to a reform in recent years. Germany's immigration policy was long concentrated on the recruitment of 'guest workers' and only established an active migration management in 2000.

Besides the exchange of national experiences, participants of the workshops gained information about international migration management from a global perspective. They agreed that there is a general mismanagement of migration internationally. The handling of migration in national politics is based on wrong presumptions and concepts of the benefits of international migration, which are predominantly regarded as costs. The actions taken by national governments therefore lead to damages. Costly restriction systems, arbitrary selections of who is accepted and who is refused and an inflexible migration system lead to unwanted effects: highly skilled workers go elsewhere and in the meantime low skilled workers are forced into illegality.

Two issues led to controversial discussions: the concept of diversity and multiculturalism, and the impact of migration on democracy and citizenship. Cultural diversity in combination with abilities, skills and competencies can be an engine of innovation and contribute to the creation of entrepreneurship. Following this perspective, the creation of a diverse society should be an achievable state. In contrast, another perspective regards diversity not as a state for which a society should strive for. From this perspective diversity is only to be considered as a simple fact.

There is a broad consensus on the economic benefits, which are expected from an internationally managed migration. Contradictory views emerge however when taking into account the political effects of migration, which can have an effect on democracy. This becomes even more obvious by taking the circular or temporary migration concept into account: it is assumed that temporary migrants will not obtain citizenship, as their residence is restricted in the first place. The concept implies that contemporary migrants do not even aspire to acquire citizenship. This development can have dangerous implications for the host country. It can on the one side lead to the distinction between two kinds of migrants: the temporary migrants that do not acquire citizenship and the migrants that settle permanently and obtain citizenship. Participants therefore stated the need to interconnect these two groups. On the other hand, it remains an open question how a democracy is affected by members of a society who do not have the right to participate, but at the same time do not have any responsibilities. Thus, it seems to be important to gain a broader understanding of the effects of migration and to also take into account its non-economic implications.

Anja Hornig

Presumptions on international migration that have proven to be false:

- Immigration does not have negative impacts on the welfare state but is highly beneficial to the host states' economy.
- The economic gains do not depend on the highly skilled immigrants but also on the low skilled workers. The focus on the recruitment of highly skilled workers therefore is too limited.

W46-29**Wednesday, October 29th, Bonn**

Integration through involvement?

The impact of transnational engagement demonstrated by the Moroccan Diaspora

Organisers:

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For a long time, the concept of brain drain predominated the scientific discourse to describe the impacts of migration on sending countries. However, nowadays researchers as well as politicians have become aware of the positive side effects of migration for countries of origin. Emigrants often contribute to the development of their home countries through economic and political contributions. This link between migration and development was at the centre of this workshop. In addition, the relation between transnational engagement on the one hand and integration on the other was explored. Why do transnational activities emerge and which factors play a role in their impact?

Firstly, the nature of transnational activities from different migrant associations plays a significant role. These associations pursue different motivations, which could lead to various outcomes. Their interests can be different ranging from the contribution to local infrastructure to the contribution to armed conflicts. In most cases these migrant associations are composed of well-integrated individuals with a solid educational background and mostly endowed with the host citizenship. One example is the development of migrant associations of Moroccans in France. The migrant associations have changed from traditional hometown associations to refugee organisations further to differentiated development aid co-operations. At the same time emergence of a second and third generation of migrants lead to new conceptions of the civil society and new conceptions of a shared identity.

Secondly, the diaspora policy has become more influential since the 1970s. The Moroccan government undertook several efforts in order to attach migrants abroad to their Moroccan culture. The goal was to slow down the integration process of Moroccan migrants in France. Therefore, teachers were sent to Europe in order to teach the Arabic language to Moroccan migrants. Even a special ministry for the Moroccan diaspora was created in the late 1990s. These developments led to diaspora questions becoming a more and more political issue. Especially in the process of democratisation migrant associations were highly motivated to contribute even from abroad.

Thirdly, the integration policies of the host countries influence the character and dimension of diaspora engagements. Within the workshop, participants discussed the German and French integration policies.

There was agreement that legal citizenship status, bonds to the hosting society, and the political involvement of migrants are all influencing the commitment of migrants. Which of these factors lead to which specific outcomes, however, still remains unclear. To conclude, the commitment of migrants should be understood as a result of a long-term process of integration.

Esra Küçük

Further points of discussion:

- Could migrants be regarded also as development aid volunteers?
- Can we compare the Turkish with Moroccan diaspora policy with that of other countries, e.g. Turkey?
- Is migration really a win-win situation for the countries involved?

W47-29

Wednesday, October 29th, Bonn

The growing network of migration museums

Creating spaces for dialogue and exchange in migrant societies

Organisers:

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Carine Rouah, UNESCO International Network of Migration Museums (Italy), c.rouah@brodil.com

As a matter of fact, migration museums have become popular in many countries of the world. Nevertheless, one could argue that the topic of migration could easily be dealt with in the existing history museums and that it is not necessary to establish extra facilities dedicated to the topic. Therefore, one major discussion point in the workshop was the usefulness of migration museums. In this regard, participants discussed the features of migrant museums that make them distinguishable from ordinary museums.

When the question of the usefulness of migration museums was raised, participants pointed to their function as an important means to raise people's awareness of the topic. Their purpose is to engage people in debates and to provide questions for further discussions. As one participant pointed out, migration museums can make people understand that migration is part of every nation's history, thereby actively helping to reduce prejudices against migrants. They can contribute to a better understanding of contemporary migration issues. Current problems of migration can be dealt with more easily by reflecting on the history of migration. In order to support immigrants in their integration process it is important to also acknowledge their past.

After having reflected on the importance of migration museums, the discussion turned to the question of how these museums should be designed. Probably the most striking feature of migration museums is their hybrid status. Very often migration museums are a mixture of libraries, archives and research centres. Migration museums are also often in vivid exchange with other projects and are part of a wide network of institutions. A second striking feature of migrant museums is the exhibited artefacts. Typical exhibits are passenger lists, tickets or postcards. A collection of suitcases, for example, is not particularly valuable per se, yet in a migration museum these suitcases can be of great significance. Migration museums aim at creating a correspondence to people's everyday life. This is necessary to make the process of migration comprehensible for the visitors.

Migration museums often work interactively and try to visualise topics. Individual migration stories are told via photographs, video projections or personal belongings of immigrants.

In order to make visitors understand what it is like to migrate to Australia, the Migration Museum of Melbourne, for example, chose a very concrete demonstration: The visitors were put in the role of migration officials. After having watched a taped interview with a candidate, they had to decide if they want to let the person immigrate or not.

Even though workshop participants agreed that migration museums will never be able to cover the whole range of issues related to migration, they were convinced that such museums remain an important forum to increase public awareness and to give migrants voice.

Nile Voigt and Theresa Hübner

Migration museums as living cultural centres - some examples of this interactive approach:

- audio guides with migrants talking about their specific artefact;
- visitors can take a citizenship test;
- visitors/migrants can leave their comments/history as a video message (documentation centre);
- migration museums are located in former accommodations of immigrants.

W49-29**Wednesday, October 29th, Bonn**

Germany needs the Blue Card

Regulating international labour migration

Organiser:**Karin Lutze**, Association of Experts in the Field of Migration and Development Cooperation (Germany), info@agef.de

The workshop on the 'Potential of Foreign Experts' brought together stakeholders from the public and the private sector. In a highly constructive atmosphere the representatives from national and international institutions and companies highlighted the need to facilitate labour migration. The presentations focused on the situation in the OECD and EU countries, in particular Germany, and dealt with two questions: Which are the reasons for labour migration? And how can Germany attract more highly-skilled workers?

To explain the causes of labour migration, it was distinguished between supply-driven and demand-driven migration. On the supply side, the personal motivation of the employment seeker is decisive. Among the crucial factors for the decision to immigrate to a country are: a higher income, future career opportunities, the recognition of qualifications, and the presence of relatives or friends in that particular country. It was pointed out that still most people's first choice would be a good job offer in their home country.

On the demand side the host countries' need for foreign workers clearly derives from their own shortage of qualified workers. To meet the needs of the labour market, the German Government launched national programs in the past e.g. the recruitment of 'guest workers' in the 1950's and the green card for IT specialists. There was broad consensus among the participants that measures like these will also be necessary in the future as the working age population will shrink considerably over the next years. The number of senior citizens over 65 years will increase while the number of young workers will decline in basically all industrialised countries. The greatest need will be for medium skilled workers. Nevertheless, so far public debate and action have focused mainly on the growing lack of highly-skilled workers.

With worldwide competition for highly-skilled workers getting fierce, participants emphasised the importance of a shift in Germany migration policies. Especially the equal treatment of migrants with the local workforce by law and in the eyes of the German society must be ensured. One speaker noted that many foreign experts feel a lack of respect and acceptance in German society. Here, efforts should be increased to change public opinion and create a

more differentiated picture of migrants. Furthermore, administrative procedures like issuing visas and working permits should be simplified. The national strategies might soon be supported by the European Blue Card. At the end of November, governments will decide about this joint approach towards regulating labour migration.

While governments are still in debate, some multinational companies have already found their way to cope with the lack of national efforts. As the recruitment of the best is essential in the corporate world, they encounter the problem by offering interesting packages to highly-skilled experts. These include the coverage of school fees, housing allowances but also language and integration classes. Companies have understood that diversity and richness of ideas drive economic and social development. In this regard, society and politicians can still learn from private actors.

Sara Poma Poma

Facts and Figures

- Only 0.9 per cent of all highly-skilled migrants decide to work in a EU country. Most academics immigrate to Australia (9.9%), followed by Canada (7.3%) and the USA (3.5 %).
- Indians primarily decide to study either in the USA, Australia or the United Kingdom. Chinese youths favour the USA and Japan, but a great share also decides for a European university.
- 70 per cent of the returned alumni who have studied in Germany would have liked to stay some more years if they had had the possibility.
- Between 2000 and 2004, the German green card initiative attracted almost 18,000 IT experts.

W50-29**Wednesday, October 29th, Bonn**

Going beyond the classical push-pull factors in the migration discourse

The role of transnational networks in regional immigration

Organisers:**Michèle Vatz-Laaroussi**, Université de Sherbrooke (Canada), Michele.Vatz-Laaroussi@USherbrooke.ca**Chedly Belkhodja**, Université de Moncton (Canada), [chedly.belkhodja\[at\]umoncton.ca](mailto:chedly.belkhodja[at]umoncton.ca)

A sequence of presentations pertaining to 'international perspectives on transnational networks' revealed three themes. Firstly, the increasingly important role played by transnational networks in steering migration. Secondly, the different levels policy makers can tap into to make use of the vast potentials of migrant groups. Thirdly, the implications of migration for the country of origin and the country of destination.

Interpersonal networks such as family, religious and ethnic associations and immigrant organisations have gained prominence in the migration discourse in recent times. These informal institutions provide not only information about the country of destination but they also serve as support groups that facilitate the integration of newcomers. In this regard, such linkages serve as a compass for potential migrants in their quest for new homes away from home.

Arguing along the lines that 'democracy is the government of the people, by the people and for the people', the case studies presented in the workshop showed that the approach adopted by civil society actors to enhance integration is rather a 'bottom-up' than a 'top-down' process. In francophone Belgium, for instance, the central government has disengaged itself from local politics. Today, local governance of ethnical diversity has become the policy instrument of choice. Switzerland, to cite another example, has followed a similar approach by adopting the subsidiary principle which delegates decision-making powers to the most appropriate and capable unit of administration - the cantons. An insight into Canadian Universities revealed that the establishment of migrant student associations and the admittance of migrants students to student representative bodies have been used as motors of integration.

Still unsettled is the debate on the creation of win-win situation through migration and integration. While critics emphasize the problem of brain drain through the constant loss of human resources, others underline the positive effects of remittances and circular migration.

The workshop participants agreed that acceptance rather than neglect and the build-up of intercultural competences are viable solutions to the intertwined challenges of migration and integration.

John Manyitabot Takang

Questions still to be discussed:

- Which linkages facilitate specific types of migrant flows?
- Under which circumstances do migrants return to their home countries?
- How do transnational migrant networks evolve in space and time? Are they fluid, are they rigid?

W51-29**Wednesday, October 29th, Bonn**

No politics without data

New statistical surveys might be the key to explain ethnic discrimination

Organisers:**Ann Singleton**, University of Bristol (United Kingdom), Ann.Singleton@bristol.ac.uk**Albert Kraler**, International Centre for Migration Policy Development (Austria), Albert.Kraler@icmpd.org

There is a growing consensus that more and better data is needed to explain migration, integration and the discrimination of ethnic minorities. But there are still great difficulties in collecting and comparing statistical data. Still, some progress has been made: New surveys and EU regulation might help to facilitate research on a comparative basis.

Recently, the EU Fundamental Rights Agency (FRA) has been working on three programmes: A study conducted in six EU countries analysing reports on migration and discrimination, a paper on racism, and an analysis on the marginalisation of minorities in three European countries. Additionally, an EU-wide survey on selected immigrant and minority groups' experiences on discrimination in access to goods and services, including experiences of criminal victimisation, has just been finished. The latter is called European Union Minorities and Discrimination Survey (EU-MIDIS).

Especially the issue of criminalisation of immigrants and minority groups through discriminatory analytical approaches led to heated discussions. Using statistical criteria like ethnic background to measure the criminal potential within modern societies not only lead to stigmatisation but is also not as effective as using biometric or linguistic features.

Another opportunity to open up new alleys for research is the new EU regulation on the compilation of statistical data: For the first time, it sets up rules for the collection and compilation of statistics of municipalities on the immigration to and the emigration from the EU member states (i.e. citizenship, country of birth, etc.).

Data collected under the auspices of the EU's statistics agency EUROSTAT is public property and can be requested by everyone. Data handbooks will be published on a three-year basis starting in 2012. However, one still has to deal with inconsistencies: Some countries consider their data a national secret and do not comply with EU regulations. But by and large, EUROSTAT's efforts to collect comparable data can be considered a successful start.

Another data base by the name of PROMINSTAT deals with methodological questions. It contains questionnaires and other background material.

Evelyn Chamberlain-Pfister

Websites for reference

EU-MIDIS Project: <http://fra.europa.eu>

EU regulation No 862/2007: <http://europa.eu>

For details about the new EUROSTAT Statistics:
ec.europa.eu/eurostat

PROMINSTAT is available at: <http://www.prominstat.eu>

W52-29**Wednesday, October 29th, Bonn**

Different orders of mobility

How countries approach voluntary and forced return migration

Organiser:**Axel Kreienbrink**, Federal Office for Migration and Refugees (Germany), axel.kreienbrink@bamf.bund.de

Return migration and the re-integration of migrants have been widely discussed. However, there are different approaches and perceptions of these terms. Can voluntary returnees be better integrated in their countries of origin than those that were forced to leave their host state? Besides, what is an adequate definition of voluntary return migration? Different parts of the world have different concepts and motives standing behind the mobility of return migrants. As a result thereof, the concepts and outcomes of Asia, Africa and the European Union were discussed by focussing on their economical, political and social aspects.

Firstly, economic issues are of diverse significance within these regions. While there is a large interest in economic questions in the European Union, African states usually have more of a grass root approach to economic developments in connection with returning migrants. Furthermore, return migration differs enormously in terms of the degree of institutionalization. For instance, Asian countries control labour migration by mutually contracting host states and migrants. This system seems to work so well that problems of return migration become almost invisible. Europe on the other hand pursues economic advantages according to the demands of its member states. This process leads to extensive bureaucracy by pursuing a common policy. And although the EU spends vast sums on facilitating return migration, it is still lacking adequate results. African states pursue distinct economic intentions. Since remittances play a major role for the Maghreb states, they adjust their strategies to the EU. Other states such as Ghana seem to have no strategy at all but are seeking individual business strategies on a grass root level.

Secondly, political achievements are hard to accomplish within the EU. This derives from the different weight and role of its member states. Asian states focus on bilateral agreements, where every state cares only about its individual concerns about return policies. Due to the uncontrolled migration process in Africa, states do not focus on an explicit policy towards returnees. Both migration and returning migration are much more individually organised.

Finally, the social perspective for return migration has a major function only in Europe. Only there, non-governmental organisations play such a crucial role for the process of return as well as the re-integration process of returnees into their state of origin. An important aspect is the relation of dignity and humanity in the remigration progress in addition to economic reasoning within the EU member states.

To conclude, problems of discussing return migration occur due to the different perceptions of defining the terms. Surely there is a high demand of clarifying these terms. But even more important is finding ways in which both parties, sending and receiving countries can actually profit from return migration. In the end, the personal dimension behind it must not be neglected.

Julia Langenhan und Martin Lippert

Further Questions:

- How can the different actors come to a common definition of the terms of 'voluntary' and 'return migration'?
- How can the sending and receiving countries actually come together in designing a migration policy that is beneficial for all parties involved?

W53-29**Wednesday, October 29th, Bonn**

A question of costs and benefits

Temporary migration programmes should bridge the gap between economic necessity and human rights issues

Organisers:**Eugénie Depatie-Pelletier**, University of Montréal (Canada), eugenie.pelletier@umontreal.ca**Khan Rahi**, Canadian Community-Based Research Network CERIS-Ontario Metropolis Centre (Canada), ksrahi@sympatico.ca

The major topics discussed revolved around the issue of basic human rights which should be granted to temporary workers as well as to long-term residents, and around the labour market realities in host countries such as Canada or the United States. The following key questions were raised: What particular problems do 'guest workers' face? What key issues must be considered in order to improve their situation? What are the different approaches of host countries to cope with temporary migration?

Temporary migrants face some particular problems which distinguish them from other migrants. First of all, their legal status, or sometimes the lack of such a status, restricts them from exercising their basic rights. This means that they are for example unable to change their residence or that they are exclusively bound to one particular labour, which violates international agreements such as the 1957 UN Convention against Practices Similar to Slavery. But most important of all: they have no right to change their employer, a fact which makes them easily exploitable. They are constantly in fear of losing their job and therefore losing their residence permit. In this situation they are unlikely to make official complaints about their working conditions and therefore stay open for further abuses. By losing their job they are also in danger of losing their long-term chances for permanent residency. So as a matter of fact it is often better for them not to apply for documented work permit at all.

Improving the situation of temporary migrants therefore means giving them more rights in changing their employers and generally improving their legal status. Restricting laws and regulations already in place must be reviewed and the absence of legal provisions be remedied. Additionally, existing laws must be enforced and their enforcement must be closely monitored.

In some countries temporary work programmes are quite diverse, often allocating more rights to highly skilled labourers than to lowly skilled ones, or even differentiating between immigrants from different countries of origin. Participants felt, particularly in the case of Canada but also in the United States, that there is an increased tendency to move away from a rights-based approach in the regulation of temporary migration, closer to the provisions of economic calculation. In the case of the United States an increased number of temporary workers

was observed in recent years, due to changes in visa regulation, but access for lowly skilled workers was still limited. As a positive outcome many of them, particularly the highly skilled migrants, had been able to gain legal permanent residency. In the United Kingdom, EU enlargement had helped to improve the situation of immigrants from new EU membership countries.

In all cases presented the human dimension of temporary migration was emphasised. In the long run, the costs and benefits of immigration could be determined by other than simple questions of short-term economic necessity.

*Ina Jacoby***Further issues for debate:**

- In how far can some temporary migration practices be viewed as discriminatory?
- How could a good temporary migration programme look like?

W54-29**Wednesday, October 29th, Bonn**

Breaking the continuum of exploitation

Key challenges and misconceptions in the area of trafficking for forced labour

Organiser:**Christien van den Anker**, University of the West of England (United Kingdom), Christien.Vandenanker@uwe.ac.uk

The organisers of this workshop outlined their recommendations on how to combat human trafficking and presented the biggest challenges and most popular misconceptions connected with forced labour. In the presentations of scholars and activists from the United Kingdom, Ireland, Poland and the Czech Republic as well as the representative of the International Labour Organisation, three recurring problems could be noticed: lack of a common definition of what constitutes trafficking, deficit of reliable data and research on the topic, and the need to raise political and social awareness of this issue.

The first problem in fighting the trafficking for forced labour lies in the very definition of the phenomenon. Various NGOs, governments and international organisations seem to have very different ideas on what is actually understood under the term. Until very recently human trafficking was only discussed in the context of sexual exploitation. This is not correct as more than one third of exploited workers have nothing to do with sex industry and work in areas such as hospitality, catering, construction, agriculture, and domestic servitude. It is even disputable whether the term 'trafficking' is not in itself outdated as it indicates movement of people. This is misleading as nowadays more and more often the exploitation of workers takes place in the country of their origin.

All participants agreed that the second great challenge in the struggle against human trafficking is the dearth of reliable data. Available statistics and estimates vary widely; e.g. according to different sources, there are between 4,000 to 18,000 human trafficking victims in the UK. The problem stems both from varying definitions of the process as well as from lack of objectivity of the researching institutions. Governmental agencies tend to underrate the numbers of trafficking victims. NGOs and international organisations, in contrast, tend to overestimate the scale of the problem, e.g. by including workers who are underpaid but for various reasons consent to work in such conditions. Moreover, scholars and policy makers have to rely on qualitative rather than quantitative research. For these reasons the real extent of the problem remains unknown.

There was a consensus that the final challenge in combating human trafficking lies in the lack of social and political awareness of the problem.

Even though a lot is being said about this issue, many popular misconceptions still linger and need to be dispelled. Many think of victims of human trafficking as being smuggled through the borders in vans, held at gunpoint. In reality the mechanisms of coercion are usually much more subtle than that. People often do not realize that they are witnessing forced labour which results in a very low rate of reporting suspicions of exploitations to the police and problems in finding persons ready to testify in court. Raising awareness is a crucial task on the way to getting rid of the trafficking and exploitation of workers.

*Anna Wojnilko***What can we do to combat human trafficking and forced labour?**

- Create legal provisions which will enable or make it easier for migrant workers to find legal employment; lack of such provisions is a precondition for forced labour.
- Pressure governments to ratify the United Nations International Convention on the Protection of the Rights of All Migrant Workers and the Council of Europe Convention on Action against Trafficking in Human Beings.
- Educate and empower migrant workers so they are able to migrate for work independently, without looking for help of intermediaries.

W55-29

Wednesday, October 29th, Bonn

Governance of religious diversity or governance of Muslim groups?

The integration of Muslims into the host societies

Organiser:

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The discussion of religious diversity has become an important public discourse in the context of increased international migration and religious minorities in Western states. In this workshop, a wide range of changes in social, political, and legal responses to religious diversity in the immigrant-receiving countries, such as the United Kingdom, Canada, Australia and Switzerland were discussed and compared. Three main issues were emphasized: different approaches to the governance of religious diversity; Islam and religious diversity; and social integration and religious diversity.

The governance of religious diversity is approached in different ways in the West. In the UK, the government adopted the European Convention on Human Rights for the policy of religious diversity. Canada distinguished itself from the other countries with its multi-culturalism policy which perceived religious diversity as strength for the society. In Austria, religious rights are protected under the Law of Recognition and the EU's Anti-Discrimination Directive. The recognition of Muslims in Austria started in 1912. The early recognition of Muslims as part of the Australian society differentiates its religious diversity policy from neighbouring Switzerland. There, the extreme right-wing party reacted negatively to the building of Mosques as a safety concern for public peace. This led to the government's policy for tackling religious diversity as a private choice. Less public funding is favoured by the government for the governance of religious diversity.

After the 9/11 attack in the United States, many tension and conflicts of religious diversity were related to Muslims. With the increasing public visibility of Muslims in host countries, the integration of Muslims into these societies heightened the attention from the government as an important social issue. The discussion of the governance of religious diversity was often referred to the integration of Muslims into the host societies.

The last issue was immigrant integration and citizenship policy. The civil tests and civil courses for immigrants to get citizenship as an approach for integration were argued as contradictory to religious diversity. The immigrants were asked to prove their identity by passing civil tests and civil courses in a way that matched the national identity.

This process would undermine the elements of religious diversity if Muslim immigrants were encouraged to change their values and norms of the host countries in order to be accepted by the society.

The governance of religious diversity should not be only perceived from the viewpoint of government. The active involvement of religious agencies in the process of policy making process is also very important, for example the voice of Muslim religious agencies. The governance of religious diversity occurs at all levels of government, from national to local level. It is also a global issue whether there is a need for a common policy at transnational level and to what extent the transnational policy could affect national policy to govern religious diversity.

Chian-Woei Shyu

Facts and Figures:

- A definition of governance: capacity to regulate, including self-regulation and co-regulation, internal regulation and external regulation, top-down regulation and bottom-up regulation
- Canada is the first country that adopted multi-culturalism in the world.
- The recognition of Muslims in Austria started from 1912.
- Muslim population: UK (2.7%), Canada (1.9%), Austria (4.2%), Switzerland (4.3%)

W56-29**Wednesday, October 29th, Bonn**

Lack of acceptance - Lack of housing?

Host countries and their lack of appropriate housing in comparison

Organisers:**Barry Edmonston**, University of Victoria (Canada), be@uvic.ca**Sharon M. Lee**, University of Victoria (Canada), sml@uvic.ca

When it comes to critical housing needs, immigrant- host countries often face similar challenges. Presenters from the Netherlands, Germany and Canada, researchers as well as officials, gave an insight in the current situation and the way of handling this important issue. Factors such as the duration of residence in a country and discrimination were the main focus of the discussion.

It seems that even though there are similar indicators, problems differ in host countries regarding critical housing needs for immigrants. In Netherlands, Germany and Canada for instance there is a general lack of appropriate housing when it comes to quality and prices. Immigrants tend to settle in large metropolitan areas, thus demand often exceeds the actual stock of housing. The city of Amsterdam, for example, lacks social-housing facilities with waiting lists striding up to eight years.

Even though suitable housing is considered as the first step towards integration, consideration of this important issue seems to be still not satisfying. Policies on how the countries mentioned above deal with this issue differ considerably. Whereas the Netherlands seeks for an exchange of experiences with other cities and tries to formulate appropriate strategies, Germany fights discrimination in order to combat critical housing situations, declaring that integration is possible despite segregation. Canada views the lack of language skills as a factor leading to housing problems. In order to face the challenge, a new direction could therefore be enforced on two levels: the federal level provides detailed housing information prior to arrival while the local level should not only increase the housing stock, but also educate immigrants on real estate matters.

The final discussion found an interrelation between the contents of all three cases presented. The duration of residence in a country served as a characteristic for a description of groups being tackled by critical housing needs. Specifically in Canada it is newcomers who suffer more from this matter than established immigrants. At the same time, Canada is considered to be a country that is rather favourable towards migration. This has to be regarded in the context of a German report claiming that discriminatory processes in the housing market produce patterns of segregation. At the same time, the differences between newcomers and long-term immigrants are not as significant as in the Canadian example.

Therefore the hypothesis emerged whether discriminating elements hinder the harmonisation of critical housing needs. If discrimination plays a role, the integration status of an immigrant should not affect the landlord choosing the migrant as a tenant. In the case of Canada difficulties in access to the rental market mainly depend on other reasons. Hence the change of the personal situation of the migrant in the later country might stabilise the housing needs. For a deeper understanding of this matter, audits as done in the United States could help to gain data on discrimination in the rental market.

Isabelle Arnold and Sandra Müller

Open issues and questions:

- Is Canada's tendency to harmonise critical housing needs of immigrants based on a foreigner favourable attitude of its population?
- Is this process hindered in Germany due to wider spread discrimination in its housing market?

W57-29

Wednesday, October 29th, Bonn

Female immigrant - a special case

Gender related differences in labour participation of immigrant women in Norway and Canada

Organisers:

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Erin Tolley, Metropolis Secretariat (Canada), erin.tolley@cic.gc.ca

In Western countries the relative participation of immigrants in the labour market is often significantly lower than that of the residents. Many factors such as language skills, level of education or cultural differences have been used to explain this situation. The workshop focused on identifying the role of gender by explaining why female immigrants fail to participate in the labour markets.

Case studies conducted in Norway as well as Canada showed that employment rates of men and women differ. Special focus was put on immigrants from Asia and particularly from China and immigrants from the Philippines living in Canada. These groups show, next to those from African countries, the lowest employment rates among all immigrants. Labour participation of women in Norway amounts to 45 per cent which is about 20 per cent less than that of the male counterparts. The level of education or good language skills was not considered. Therefore, gender proves to be a predictor for unemployment among many immigrant women. Nevertheless, these figures did not provide sufficient explanation for this gender-related disparity.

During the discussion many questions were raised regarding the presented statistical findings. Labour migration often means that men actively emigrate in order to find a job, while women in most cases follow their husbands and therefore, hardly seek a job. They are often taking care of the family or help their husbands. In short, women often have a different reason to immigrate compared to men. This hypothesis could not be verified by the existing data on labour market access. This is mainly due to the fact that these surveys often only assess unemployment and not economic inactivity.

Another striking example are women from the Philippines. They play economically a very active role on the Philippines. However, they hardly participate in the labour market in Canada. Traditional role patterns are widely spread in many immigrant groups. This could explain why migrant women often do not work in the host country.

Some criticised the overall neglect of so called 'external factors' that might affect gender related differences in employment and participation in the labour market. Though external factors generally affect the entire labour market, a migrant background might have an amplifying effect.

Social discrimination against migrants and existing stereotypes of migrants, institutional barriers or economic crises might even foster this described phenomenon. Particularly this last factor might be important to investigate in future research. This needed research might provide a better picture of the reasons why female migrants hardly participate in the labour market. This issue needs further investigation before adequate policy step can be taken.

Helmer van der Heide

Statistics on migration and employment of immigrant women in Norway

Reason for immigration to Norway (1990-2006):

Labour	Family
Men: 25%	31%
Women: 7%	56%

Employment percentage in Norway (2006):

Total population	All Immigrants
Men: 74%	65 %
Women: 66 %	54 %
Diff. 8 %	9 %

W58-29**Wednesday, October 29th, Bonn**

Agents of change coming back home

How can returning high skilled migrants contribute to the development of their home country?

Organisers:

Khushwant Singh, Centre for International Migration and Development (Germany), Khushwant.Singh@gtz.de

Björn Gruber, Centre for International Migration and Development (Germany), bjoern.gruber@gtz.de

Returning skilled migrants' noble mission of contributing to their home country's development is riddled with numerous problems. The workshop looked at the nuanced cases of dealing with those problems from perspectives of different countries. A comparative overview revealed many similarities, but more importantly provided the direction for possible solutions.

Development, in a general sense, brings about migration. In turn, migration constitutes a force that breeds development. Thus, these two phenomena are closely interlinked. The developmental potential of skilled migrants is often overlooked, but in no way insignificant. Knowledge and know-how transfers and professional network utilisations are just a few tangible examples of the ways that skilled migrants contribute to the development of their home country. Remittances from migrants often substitute for the inefficiencies of the financial sector in the developing world.

This, however, is not the full story. As was shown by practical experiences of returning students and expatriates from Indonesia, Morocco and Cameroon, the process of giving back to the home country is far from being smooth. The problems start with finding the right job for returning migrant. Advanced skills and education might not be of any use if the diploma from Germany is not recognised. Migrants after having lived in the Western world for many years often accept the Western values. However, those migrants might have a hard time being accepted by traditionalist societies. Returning migrants often complain about a lack of information on the situation in their home countries, language barriers and missing networks. Thus, despite a warm welcome in the home country, returning migrants experience reverse cultural shocks and frustration.

One of the ways to deal with the problems is to address the solutions within special programmes. Such programmes allow migrants to be involved in the activities that ease their transition process. Based on the interviews and case studies of returned migrants it seemed that involvement of migrants in such programmes should start long before their return. In the preparation phase, informational support and networking opportunities are made available to the participants. In the later reintegration phase, the program facilitates the cultural 'homecoming' of skilled migrants.

Participants of the workshop noted the important role that the diaspora can play in this. By bridging home country and migrants, diasporas serve as informal and informational institutions that among other things contribute to smoothing the transition of returning skilled migrants. On a related note, NGOs are also well-suited, in light of inefficiencies of the public sector, to helping the skilled migrants to reintegrate at home. This suggests that the policy focus should be on creating such link.

Aibek Baibagyshev Uulu

Questions guiding the discussion:

- What are the factors that enhance the developmental impact of returning skilled migrants?
- What are the institutional solutions to realise the developmental impact of returning skilled migrants?

W59-29**Wednesday, October 29th, Bonn**

It's all about communication!

Researchers and civil society need to embrace politicians' needs and desires

Organiser:

Gunilla Fincke, ZEIT-Stiftung (Germany), Fincke@Zeit-Stiftung.de

The role of researchers and civil society actors in introducing scientific findings into political decision-making processes was subject to debate. A number of constraints and opportunities were identified that have to be taken into account in order to achieve societal progress on pivotal issues. At the same time, the role of politicians remains largely uncontested as their behaviour is believed to be more or less static. The high relevance of research for politics remained basically uncontested.

There was a consensus that language (both written and verbal) is the researchers' most effective asset, yet often used in a maladjusted fashion. The participants agreed that researchers should use a more common language, and generally broaden their audience. Knowledge from practise and knowledge from theory would constitute a very powerful tool for advancing societal and political causes. According to the general opinion, research is often not practical and outcome-oriented enough. While social sciences tend to address theory-driven questions, policy-oriented research necessarily deals with policy problems.

This brings a fundamental quandary into the foreground: On the one hand, researchers have to contribute to long-term knowledge gains and - on the other hand - have to provide short-term solutions for current problems. On the opposite, politicians usually think in timelines which are identical with election periods.

Changing political priorities, institutional fragmentation, and the intransparent allocation of resources often influence the process of political consultancy of researchers. These circumstances often lead to frustration among scientists. To overcome this short-sightedness, researchers and civil society actors should constantly generate media interest to improve their influence on public opinion and to buy-in into the decision-making process.

In such a situation, civil society organisations can play a crucial role and act as honest brokers. Foundations, for instance, can prevent research findings from shattering on the rocky shores of political implementation, or at least soften the blow. They can ease debates, set political priorities, act as a mediator to the media and the general public, and have the unique capability of bringing people from different backgrounds to the table.

A continuous cycle of mutual benefit between open-minded researchers, state-of-the-art journalists, tireless civil servants, an outcome-oriented civil society, and receptive politicians remains somewhat of an utopia. Yet, there is hope because the information-based society of today is increasingly closing the gap between practitioners and researchers.

Sebastian Bruns

Major topics:

- Social sciences tend to address theory-driven questions; policy-oriented research necessarily deals with policy problems.
- Civil society organisations such as foundations can play a crucial role and act as honest brokers and act as mediators to the media and the general public.

W60-29

Wednesday, October 29th, Bonn

Revamping the Inner Cities

Diversifying the 'Little Portugals' of the World

Organisers:

Barry Halliday, Metropolis Project (Canada), barry.halliday@cic.gc.ca

Carlos Teixeira, University of British Columbia (Canada), carlos.teixeira@ubc.ca

Questions concerning the relationship between residential concentration and social integration have been on the agenda of urban planners, social workers and urban geographers for quite some time. On a broader scale, the topic comprises questions of citizenship, sovereignty, the risk of social stability and limits of state control which are also important factors for a number of other disciplines as well. Research focusing on two urban centers in Canada (Winnipeg and Toronto), the greater Philadelphia area in the United States and Lisbon, Portugal were presented. The focus was on general movement patterns of immigrant populations, positive and negative effects of gentrification as well as on the competition of disadvantaged groups for cheap inner city housing.

Results of different city studies show that immigrants tend to settle in the inner city areas with cheaper but poorer quality housing. Later on they might be forced to move to the suburbs due to rising housing costs where in most cases they are faced with repeated segregation. In addition to cheap housing, services such as good connection to counseling services, are also located in the city centers as well. However, cheap housing usually is a major contributor to urban decline, resulting in high unemployment rates and low income cutoffs as well as crime.

Gentrification has a tremendous impact on neighbourhoods. While gentrifiers move into the inner city, affordable housing becomes more scarce and community conflicts and resentments between the new white collar population and the old blue collar population can arise. Gentrification can also have a positive impact on integration as outlined in the case of Toronto's 'Little Portugal' where members of the Portuguese community perceive the social mix as a change towards increased integration into Canadian society. Moreover, they also seem to benefit from increased property values.

Yet there are other constellations that bear the risk for social tensions in inner city neighbourhoods. In the case of Winnipeg, Aboriginals compete with refugees for inner city housing. This aggravates social integration and threatens the successful resettlement of refugees. In the case of Winnipeg, landlords prefer refugees over Aboriginals as tenants. They tend to think for instance that Aboriginals have higher mobility rates or have a higher number of household members while refugees are in their opinion the better housekeepers.

Overall, looking at residential concentration and integration in different countries, one detects many similarities but striking differences as well. Urban revitalisation plans have equally been put into effect in Canada, the U.S. and Portugal. In most cases the rehabilitation of the central and historical areas of towns has been the main focus. However, the consequences on refugee and immigrant populations, including issues such as the availability of counseling services, resegregation in suburban areas as well as fiscal challenges for the communities have to be taken into consideration as well.

Katrin Dauenhauer

Facts and Figures

- About 700,000 people live in Winnipeg, some 12,000 of them in the inner city. There is an annual increase of 1,200 refugees.
- Toronto's Portuguese population moves to suburbia, resulting in a substantial change of the city's Little Portugal. While in 1971, the Portuguese population was concentrated in the inner city, since 2001 larger concentrations are found in Toronto's suburbs leading to a newly resegregation.
- In an attempt to counter an increasing inflow of undocumented Mexican immigrants, Bridgeport, PA (USA) passed the Illegal Immigration Relief Act in 2007, banning illegal immigrants from working and renting residences.

W61-29**Wednesday, October 29th, Bonn**

Virtual international labour markets

How can policy-makers catch up with the challenges of an increasingly virtual international work environment?

Organiser:**Carol White**, Human Resources and Social Development Canada (Canada), carol.l.white@hrsdsc-rhdsc.gc.ca

Demographic change and an altering composition of the work force influence the labour markets of Western economies. Market forces demand higher and higher mobility and flexibility of workers.

The workshop concentrated on the issues of an augmenting work mobility and a growing sector of virtual work. Participants took a look at the differing virtual work environments in the European Union and Canada. Furthermore, they compared the recent problems and challenges of these two areas and highlighted the varying policies and legal situations. Finally, they aimed at identifying future strategies for coping with the issue of cross-jurisdictional work.

There are various reasons for a changing work environment: Improving information technologies, the globalisation of businesses and, along with this, the increasing international competition. Furthermore, the need of cutting labour costs leads to various problems and brings up new challenges. Half-empty offices raise the question if teleworking can save energy and building costs. However, despite the tremendous improvement of virtual work technologies during the last decades, data security issues and roaming problems still have to be taken into consideration. Moreover, the lack of face-to-face contacts and a diminishing work-life-balance can lead to psychological problems like stress and isolation.

There is a gap between the demand of promoting the capacities of virtual work and the necessity of restrictions and regulations in a still very insecure work field. Participants acknowledged that only by the development of international legal frameworks virtual work could contribute to the global competitiveness of the Western economies.

The EU has already passed the 'European Union Framework Agreement on Teleworking' as an attempt to standardise regulations in this field. The treaty still requires the implementation on the national levels of the member states. Participants agreed that this agreement could identify and encourage cooperation as well as help to evaluate best practises. Canadian law still has different license requirements in all 13 jurisdictions of the federalist country which makes virtual work costly and time-consuming - especially for small and medium enterprises and self-employed workers.

Most participants regarded the EU's efforts concerning international standard setting as an exemplary step towards a more efficient labour market. This might also inspire Canadian policy-makers and regulators. On the one hand, the participants highlighted the governments' task to protect the public insecurities. On the other hand, many of them admitted that the law is often behind from economic realities which should be faced at the same time as well.

*Siri Tholander***Points of interest:**

- Work mobility is not automatically connected to virtual work cooperation; it just signifies the tendency to work in different locations than the premises of their employer's.
- There are varying expressions and (official) definitions of virtual work/teleworking/E-working/ telecommuting influencing the respective legal situation.
- Most virtual workers are knowledge workers.
- The improvement of virtual work is particularly difficult due to a lack of empirical data and difficulties of finding indicators to measure the amount of virtual workers.

W62-29

Wednesday, October 29th, Bonn

The Role of Family in the Migration Process

Cancelled on short notice

Organisers:

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W63-29**Wednesday, October 29th, Bonn**

Europe is lagging behind in the global competition for talent

Initiatives to attract highly skilled migrants: the cases of Canada and the EU

Organisers:**Karl Froschauer**, Simon Fraser University (Canada), froschau@sfu.ca**Lloyd Wong**, University of Calgary (Canada), llwong@ucalgary.ca

This workshop dealt with the rapidly growing demand for highly skilled workers and its implications on policy making. The main question was what kind of policies are implemented on the national or supranational level in order to attract high skilled workers. Canada and the EU served as examples. The differentiated policy mechanisms adapted by Canada and the paradigm shift that has taken place in the European Union were two aspects which were highlighted during the discussion.

Canada for instance has implemented a wide range of immigration programmes which have been designed for either temporary or permanent immigrants. Basic requirements have to be met by applicants in order for them to receive an immigration permit as temporary workers. Nevertheless, there are various exceptions that facilitate the immigration of highly skilled workers. This immigration policy has had a measurable effect on the labour market. Today, there are more immigrants working in the high-technology sector than those born in Canada: About seven per cent have migration background compared to 3.9 per cent of the Canadian-born who are employed in the high-tech industry.

In order to fill manpower shortage, the European Union has also started to attract highly skilled workers. While countries like the United States, Australia and Canada have been already doing this for a long time, the member states of the EU have started to focus on directing highly skilled workers only recently. The aim is to make the immigration to the EU more attractive for skilled workers. There was agreement among the audience that there is a lack of a coherent policy approach and a common strategy that offers real incentives for skilled workers. This has led to the discussion of the so-called Blue Card.

The Blue Card aims to attract highly-skilled workers, yet the discussion about its implementation has shown that each European member state still follows a different approach, whereas a comprehensive initiative is needed. In this context the question was raised whether other, non-immigration policies might have more impact, for instance the possibility of social security contributions or tax incentives.

The workshop has shown that Canada is far ahead of the EU in attracting highly skilled migrants. Participants agreed that the EU still has a long way to go to develop a common migration policy. But consensus was reached that there is 'light at the end of the tunnel'. The EU and its member states have started to think about how to attract highly skilled migrants.

*Victoria Müller***Further questions of interest:**

- Is there a transfer of technologic knowledge in migrant communities?
- Could initiatives that are not directly related to immigration policy increase the attractiveness of the EU for skilled workers?
- The provinces of Canada have implemented their own policy to attract highly skilled immigrants. Could Canada serve as a role model for the EU?

W65-29**Wednesday, October 29th, Bonn**

Selfishness as welfare?!

Hiring immigrants: a win-win situation

Organiser:**Franca Piccin**, Human Resources and Social Development Canada (Canada), franca.piccin@hrsdc-rhdsc.gc.ca

The employment of immigrants is often seen as an act of corporate social responsibility and is often associated with the potential costs and negative effects for the related company. In contrast, this workshop highlighted the chances and benefits not only for the employer and the immigrant but also for the whole society. Firstly, the workshop focussed on tactics, strategies and examples of how to convince a wide range of companies from this simple but often contested truth. Secondly, it was discussed in the case of Germany that a migration background should not be seen as a handicap but as an advantage for apprentices and their training company.

The good news is that big and international companies often tend to understand the economic realities behind the demographic transition in North America and Europe and are willing to hire immigrants from developing countries. They understand that immigrants from these countries represent valuable personnel as they can contribute to increasing productivity and boosting revenues. Their positive working ethics and their potential to interact with trading partners from their home countries is recognised as a valuable benefit.

Small and medium-sized enterprises are more critic, as discussed the case of Canada and the United Kingdom. These companies often do not employ professional human resource managers. Therefore, the question remains: What can be done? One simple option proposed was a tax reduction to encourage these companies to 'take the risk' and employ immigrants.

In addition to the employer's perspective, the positive effects for immigrants were discussed in greater detail. At least in the case of Germany, youngsters from these social groups are often facing prejudices - and employing them is often seen as a risk. In contrast, trainees and employees can benefit from a wide range of positive effects such as fluent language skills of the immigrant in his/her mother tongue.

In sum, immigrants can increase the 'inputs' in the local or national economy and can therefore influence it in a positive way. However, immigrants will face prejudice and often hard times which will hinder them to expand their full potential. As Benjamin Franklin said: "Hide not your talents....they were made to be used".

Points for further discussion:

- Immigrants do represent a valuable source of skilled labour to their host countries. The question remains which tactics, strategies and methods can be used to overcome old-fashioned beliefs and prejudices.
- How can especially small and medium-sized enterprise be encouraged to employ immigrants and give them the chance to demonstrate their potential?
- How can the positive effects that migrants bring to their host culture be used more efficiently?

W66-29**Wednesday, October 29th, Bonn**

Home, House, Habitat - Nucleus for Integration

Adequate housing as prerequisite for social interaction

Organiser:**Marta Nestaiko**, Human Resources and Social Development Canada (Canada), marta.nestaiko@hrsdsc-rhdsc.gc.ca

Throughout history, migration was driven by the desire for a secure and prosperous life. Globalisation has boosted migration on economic grounds to new heights, and economically prosperous countries in the Northern hemisphere are the main recipients of those globalisation nomades.

Even though adequate housing is legally enshrined in a range of international treaties and other agreements, including the Universal Declaration of Human Rights, a great number of migrants and refugees still lack sufficient housing. This is true even though basically all host countries in the North have well-established welfare states that provide public or affordable housing.

Case studies from Canada and the United Kingdom have underlined the importance of humane housing conditions as a prerequisite for the integration of migrants. The reasons are obvious: First and foremost, housing provides physical security and a minimum of the daily needs of man (water supply, a place for recreation and rest, privacy and a safe haven from outside pressure). But even more importantly, a home is the nucleus of social interaction and communication, thus, the indispensable basis for social integration and interaction.

The available data has shown that even though communities provide social housing, the access of migrants is limited not only because of economic constraints - public housing is still too expensive for some migrants - but more importantly because of informal barriers (discrimination on the basis of skin colour etc.). As a result, migrants are often found in precarious living conditions, deprived, and forced into run down housing areas, sometimes even subject to homelessness. People living in such circumstances are preoccupied with their daily problems which prevent them from integrating into traditional societal networks.

The workshop not only discussed problems of housing and its impact on the integration of minorities, it concluded with recommendations for the improvement of living conditions of migrants in host countries. Participants of the workshop agreed that further research has to be carried out to enable policy decisions on a sound analytical basis.

In addition, more NGOs have to deal with housing issues. Thirdly and finally, host countries need to provide further programmes to improve the housing conditions for low income groups.

*Anne Kathrin Müller***Key issues**

- Housing is essential to integration
- Migrants are often exposed to unacceptable housing conditions
- In host countries, there is a supply gap in social housing for migrants and refugees.
- Further analysis and research is needed to improve public policies and programmes
- NGOs need to scale-up programmes on housing

W67-29**Wednesday, October 29th, Bonn**

Creating space for dialogue and empowerment

New ways to approach religious minority groups in European cities

Organiser:**Garbi Schmidt**, Danish National Centre for Social Research (Denmark), gs@sfi.dk

All over Europe, the perception that religious values and extremist ideas gain ground is widespread. How is one to approach religious minority groups in order to enhance social cohesion and to prevent radicalisation and violence? This question was at the centre-stage of the workshop, covering the experiences of Denmark and Finland. The participants discussed different possible avenues to approach religious minority groups, and the Muslim community in particular. The discussion centred on two solutions: the idea of equal citizenship and a community-based approach.

With regard to the Muslim community, participants faced the problem of whether it makes any sense at all to label it 'Muslim'. Muslim communities are actually often divided along ethnic lines. That is why participants raised doubts about the legitimacy of national Muslim umbrella organisations that are recently being demanded for by many European governments. Also the practical usefulness of these national representations was debated. Is it really at the high state-level that one can enter into dialogue with religious communities? It was argued that Muslims do only become one group within the political discourse on the rising importance of Muslim identities. This political discourse was often coupled with a patronising attitude towards religious minority groups. In this way, the empowerment of the latter would rather be impeded than enhanced.

Therefore participants discussed whether the idea of equal citizenship was more helpful in furthering the integration of religious groups than their special treatment as 'Muslims'. Instead of distinguishing between the 'majority' and 'minority' groups, governments should treat them as equal citizens so that they feel they have the same opportunities and obligations. However, this might not work out in practice if Muslims are socially and economically disadvantaged, as is the case in Finland where many Muslims are asylum seekers and refugees. To avoid enforcing upon an imagined community a pre-defined integration concept, a change of mind-sets from the side of governments is needed. The workshop therefore focused on new ways to open up concrete spaces of dialogue with Muslim groups. One such way is a community-based approach, currently pursued by the Danish government. The idea is to increase the resilience of Muslim groups to violent extremism.

Instead of dealing merely with Muslim organisations, communities should be addressed directly. While creating difficulties in finding local contact persons, however it might open up a broader dialogue because people are more open to participate.

In the end, participants agreed that equal citizenship is an important precondition for the integration of whatever religious minorities. At the same time, spaces for dialogue in cities have to be created on a concrete level. Only in this way, Muslim communities can find a way of empowering themselves.

*Marie Müller***An example of creating new spaces for dialogue:**

The action plan for the prevention of radicalisation of the Danish government (2008) proposes the following areas of intervention:

- direct contact and dialogue with religious communities
- civic education for religious preachers
- intervention in selected residential areas
- supporting imams and religious study groups in prisons
- partnership: counselling and financial support

W68-29**Wednesday, October 29th, Bonn**

Migration: Threat or opportunity?

Impacts of migration on the individual migrant and the host societies

Organisers:

Jakub Isanski, State University of Poznań (Poland), isan@amu.edu.pl**Agata Mleczko**, Higher School of Humanities and Journalism (Poland), agata@mleczko.net

The workshop was guided by the question if migration should be considered as a threat or as an opportunity. Different presentations demonstrated that migration can pose several threats to migrants and host societies. However, these threats are clearly outplayed by the opportunities emerging from cultural pluralism. Migration can be an opportunity especially in the field of education, where teachers and students can profit from different cultural backgrounds.

Migration can be a great opportunity for the migrants. The main cause for migration is poverty. Thus, migration itself can be seen as a chance to escape from this circumstance. Host countries are often offering well paid jobs, good education systems, and a better health system than the home countries of many migrants.

Migration is often not only beneficial for the migrant and thus, not only a one way street. It also offers benefits for the countries which accommodate migrants within their economic and social systems. For example labour markets which are in a disequilibrium can be balanced by the integration of skilled migrants. Migrants can so stimulate local development and economic growth within the host country.

But even if the benefits are outplaying the threats and disadvantages of migration, there are some threats which can develop from migration and can thereby endanger the process of a successful integration. On the individual level for example migrants are often facing underpaid and dangerous jobs without any social security. Furthermore, being separated from their families is a loss which can lead to a situation in which the migrants might feel isolated and frustrated. Migration might become a threat for host countries in times of labour shortages. Ethnic tensions might arise and might trigger racism and conflicts.

During the workshop two studies were presented. These studies demonstrated that there are several opportunities which can evolve from migration in the field of education. In times of increasing diversity in student populations faculty staff should reflect this diversity as well. Teachers with a migrant background have a deep understanding of the linguistic and cultural difficulties of their students and can serve as role models. The teachers thereby can contribute to the successful integration of students with a migrant history.

Another topic which was introduced was the emerging discipline of multicultural education. This means that teachers should try to create equal educational opportunities for students from diverse racial, ethnic, social-class, and cultural backgrounds.

The conclusion of the workshop was that there are several opportunities which emerge from migration and which can have a significant impact on future integration especially in the field of education.

Nils Goede

Main Points:

- Threats emerging from migration are outplayed by the opportunities for migrants as well as for host societies.
- The successful integration of migrant teachers into faculty staff can lead to a better integration of future migrant generations.

W69-29**Wednesday, October 29th, Bonn**

How different are we allowed to be?

Social networks in Nordic countries

Organiser:**Berit Berg**, Norwegian University of Science and Technology (Norway), Berit.Berg@samfunn.ntnu.no

'Social networks' is a key term when discussing experiences of migrant families and children. The migrants' social networks are a key predictor for successful integration in a new host society. Social network analysis profits from an insight into the integration process by also looking at the impact of migration background, age, sex, and marital status.

One important finding of the workshop was that successful integration depends on the migrant's status of relationship when entering the host country. On the basis of 40 interviews researches tried to systematically map the social network of immigrants. Important factors had been the ethnic composition of the network and the frequency of interaction with Norwegians. On the one hand, the data showed that singles have more time to get to know Norwegians. On the other hand, they were more exposed to rejections from the host society.

Migrant families moving to Norway have a more positive perception of their immigration process. This is due to several reasons. First of all, family members are able to support each other in building up a social network. Especially children function as intermediates. When they bring Norwegian friends home, their parents feel better integrated. A second aspect is the composition of the family network. However, the so-called inherited networks might also harm this integration process. In particular, Iraqi women showed a low potential for having contact with the Norwegian mainstream society. They were dependent on the relationships which their husbands had established.

Other research examined day care centres to analyse social networks of migrants. The focus lay on staff ability to handle the diversity of cultures among three to five year old children. Results from a Danish study showed that teachers perceived children with migration background as difficult. Schools defining themselves as international and open-minded named cultural difference as one dissimilarity. Another problem identified in this research was the lack of language skills on both sides - migrant parents and the staff of the day care centres. Both groups were afraid to communicate with each other.

It was concluded that one future improvement could be an intensified language education for the day care staff and a more diverse composition of the team. Migrant families with disabled children are facing an additionally challenging situation in Norway.

The aim of the research was to display drawbacks of the system in order to help these particular migrant families to use the positive sides of the Nordic welfare system. To conclude, social network analyses help to get a better understanding of the integration process of migrants in the host society.

*Julia Damerow***Some figures from Bjerke, a borough of Oslo (2006):**

- Population: 24,606
- Migration background: 32 per cent
- Non-Western: 29 per cent
- Refugees: 10 per cent
- In total: 130 different nationalities

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Wednesday, October 29th, Bonn

Imprint

Publisher:

**Ministry for Intergenerational Affairs, Family,
 Women and Integration
 of the State of North-Rhine-Westphalia**
 Winfried Mengelkamp
 Horionplatz 1
 40213 Düsseldorf
 Germany

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Editing:

Cornelius Adebahr (responsible)
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Graphics and technical implementation:

MediaCompany GmbH, Bonn / Berlin

Photographs:

Kornelia Danetzki

Printing:

inpuncto druck + medien GmbH, Bonn

October 2008



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