

THE INTERNATIONAL ORGANIZATION
FOR MIGRATION IS COMMITTED TO
THE PRINCIPLE THAT HUMANE No. 11
AND ORDERLY INTERNATIONAL
MIGRATION DIALOGUE BENEFITS
MIGRANTS AND ON MIGRATION
SOCIETY IOM ASSISTS IN MEETING
THE GROWING OPERATIONAL
CHALLENGES OF MIGRATION
MANAGEMENT MIGRANTS AND AD-
VANCES THE HOST SOCIETY: UNDER-
STANDING PARTNERSHIPS FOR OF
MIGRATION ISSUES SUCCESS
ENCOURAGES SOCIAL AND ECO-
NOMIC DEVELOPMENT THROUGH
MIGRATION UPHOLDS THE HUMAN
DIGNITY AND WELL-BEING OF
MIGRANTS



No. 11

**INTERNATIONAL
DIALOGUE
ON MIGRATION**

**MIGRANTS AND
THE HOST SOCIETY:
PARTNERSHIPS FOR
SUCCESS**



IOM International Organization for Migration



Australian Government



IOM - Migration Policy, Research and Communications

This book is published by the Migration Policy, Research and Communications Department (MPRC) of the International Organization for Migration. The purpose of MPRC is to contribute to an enhanced understanding of migration and to strengthen the capacity of governments to manage migration more effectively and cooperatively.

Opinions expressed in the chapters of this book by named contributors are those expressed by the contributors and do not necessarily reflect the views of IOM.

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The primary goal of IOM is to facilitate the orderly and humane management of international migration... To achieve that goal, IOM will focus on the following activities, acting at the request of or in agreement with Member States:...

7. To promote, facilitate and support regional and global debate and dialogue on migration, including through the International Dialogue on Migration, so as to advance understanding of the opportunities and challenges it presents, the identification and development of effective policies for addressing those challenges and to identify comprehensive approaches and measures for advancing international cooperation... (IOM Strategy, adopted by the IOM Council in 2007).

IOM launched its International Dialogue on Migration (IDM) at the 50th anniversary session of the IOM Council in 2001. The IDM works through the IOM Council and regional dialogues and pursues cooperation and partnership with governments, UN and other international and regional organizations, non-governmental organizations and other migration stakeholders.

The purpose of the IDM, consistent with the mandate in IOM's constitution, is to provide a forum for Member States and Observers to identify and discuss major issues and challenges in the field of international migration, to contribute to a better understanding of migration and to strengthen cooperative mechanisms between governments and with other key stakeholders to comprehensively and effectively address migration issues. This initiative is designed ultimately to enhance the capacity of governments to ensure the orderly management of migration, promote the positive aspects of migration, and reduce irregular migration. Other policy domains such as labour, development, environment, trade and health, are increasingly relevant to migration management and therefore are bringing migration onto the international agendas of other sectoral fora. The IDM encourages exploration of the links between international migration and these other sectors.

The IOM membership selects an annual theme to guide the IDM and also selects the topics of the IDM workshops. Each year the IDM and its accompanying activities have built upon the ideas and perspectives brought out in previous sessions. The open, inclusive, informal and constructive dialogue that has developed,

supported by targeted research and policy analysis, has indeed fostered a better understanding of contemporary migration issues. It has also facilitated the identification of effective practices and approaches through the sharing of practical experiences, perspectives and priorities. As important, the IDM has helped create a more open climate for migration policy debate and has served to build confidence between and among the various stakeholders in migration.

The International Dialogue on Migration Publication Series (or the Red Book Series) is designed to capture and review the results of the events and research carried out within the framework of the IDM. The Red Book Series is prepared and coordinated by the IDM Division of IOM's Migration Policy, Research and Communications Department (MPRC).

This publication includes the materials of the two-day workshop on "Migrants and the Host Society: Partnerships for Success", held in Geneva, Switzerland on 12 and 13 July 2006. IOM would like to thank the Government of Australia for making this event possible.

This publication was prepared under the supervision of Philippe Boncour, Head, IDM Division, MPRC. It comprises two main elements. Part I contains the report of the workshop, which is based on the presentations and discussions. Special thanks for the preparation of Part I are owed to Karoline Popp and Jason Whiteley – the principal authors – and to Cynthia Bryant and Alina Narusova. Part II includes the workshop agenda and background paper. Finally, two Annexes are attached, the first being an information sheet on IOM's integration activities and the second being the final list of participants attending the workshop.

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**MIGRANTS AND
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ACRONYMS AND ABBREVIATIONS

ICFTU-AFRO	International Confederation of Free Trade Unions - African Regional Organization
IFRCRCS	International Federation of Red Cross and Red Crescent Societies
ILO	International Labour Organization
IMIS	Integrated Migration Information System
NGO	Non-governmental Organization
P&G	Proctor & Gamble

**PART I:
WORKSHOP REPORT**

INTRODUCTION

The process of migration is a process of change, for migrants as well as host and home societies: migrant flows are touching more and more countries around the world, with migrants encountering new places and cultures and societies becoming increasingly heterogeneous. This poses fundamental questions about the value of diversity as well as practical questions regarding daily social relations: how do societies manage change? How do they respond to diversity? How do migrants handle their migration experience and relate to their new countries and communities? And how can multidimensional differences associated with migration be accommodated and harnessed for the benefit of societies in countries of origin and destination as well as migrants themselves?

Integration is the process by which these changes and the resulting diversity can be managed. While the term is understood differently in different contexts, “integration” can be taken to denote the process by which migrants become part of society, both as individuals and as groups. It can be viewed as a two-way process of mutual adaptation by migrants and host societies. Integration encompasses a number of elements, including social, economic, legal, cultural and religious dimensions of social interaction. Although the relative importance of these dimensions may vary depending on the specific profile of the migrant and on the image of migrants in the host society, all of these aspects should be considered in developing a comprehensive approach to integration.

The phenomenon of migration itself is undergoing rapid changes, including in the direction and duration of movements. There is a growing trend towards more circular, multidirectional and temporary migratory patterns. Many countries that were once relatively unaffected by migration now see it as a policy priority. As origin and destination have diversified, so have the types of people that migrate, including an ever growing proportion of women. All of these factors contribute to a rising importance of integration issues in today's world and highlight the need to revisit the existing integration models and strategies with a view to devising innovative approaches to integration that would reflect modern realities.

THE WORKSHOP

IOM Membership's decision to hold a workshop on integration of migrants reflects an increasing recognition that in the global context of growing human mobility, this issue has become an important and complex contemporary challenge faced by governments and societies worldwide. The workshop on "Migrants and Host Societies: Partnerships for Success" was held within the framework of the International Dialogue on Migration and its overall theme for 2006: "Partnerships in Migration: Engaging Business and Civil Society", which had been selected by the membership. In addition to fulfilling IOM's constitutional mandate to provide a forum for governments, international and other organizations, this workshop has paid particular attention to the extremely important role of non-state actors, in particular the business community and civil society organizations.

The event was well attended, with approximately 175 participants coming from over 60 countries. Several intergovernmental organizations were also represented as well as non-governmental organizations (NGOs), academics and the private sector. Panellists representing a variety of viewpoints – countries of destination and origin, migrants, civil society and the private sector – interacted with an active group of participants.

Delegates discussed the evolving concept of integration, its multifaceted dimensions, strategies for making it successful, the roles of principal stakeholders (i.e. migrants, government at all levels, the private sector, civil society), and the need for innovative partnerships between these groups with a view towards developing effective integration policies and practices.

The specific objectives of the workshop were:

- To discuss what is meant by integration in today's mobile world
- To examine the multiple dimensions of integration, including legal, economic, social, cultural, and religious aspects
- To foster a clear perception of the roles and responsibilities of different stakeholders, in particular of the private sector and civil society, in optimally managing the integration of migrants
- To identify strategies for managing integration policies designed to better integrate migrants while ensuring that social cohesion is maintained in the host communities
- To highlight the importance of partnerships between all stakeholders to enhance the success of integration efforts

This report will cover workshop presentations and discussions.¹ It is structured around the main topics addressed at the workshop, including the multidimensional aspects of integration, roles of different stakeholders in the integration process and opportunities for partnerships between and among them.

¹ Several of the panellists' presentations are available on the IOM website at <http://www.iom.int/jahia/jahia/pid/757>.

OVERVIEW

Strategies aimed at ensuring that the interaction between migrants and host societies is positive and mutually beneficial are considered an essential part of a comprehensive migration policy. **Respect, inclusion, participation, opportunity and non-discrimination** emerged as key words during the workshop discussion. While there is no one definition of integration, there was broad agreement that effective integration should allow migrants to become self-reliant in the host country, to participate actively in their new environment and to feel accepted as full and equal members of society. Integration is in many ways an intangible, social and individual process, but can be analysed along specific economic, legal, social and cultural categories.

The maintenance of social cohesion can be regarded as one of the main objectives of integration. Preventing the marginalization and exclusion of migrants is not only in the interest of the well-being of the migrant him- or herself, it is also an important element for the functioning and social stability of the host country. Well-integrated migrants are also more likely to fulfil their own potential and make a positive contribution to the economic, social and cultural life in the country of destination.

The issue of social cohesion, however, is not only relevant for countries of destination: especially where migration is temporary, countries of origin and countries of destination can work together to ensure that migrants are effectively inserted in the host society, while also maintaining their ties to the home country. Countries of origin can create incentives for the continued commitment of their migrant populations to the social, economic and political life in their communities of origin. In this way, the phenomenon of

transnationalism can be a beneficial force for migrants, countries of origin and countries of destination.

In the past, one-time, unidirectional movement resulting in permanent settlement in relatively few countries of destination dominated migratory trends. The routes of migration formed predictable patterns and followed historical and cultural ties. In general, the migration volume was constrained by the difficulty and expense of travel.

Today, however, people are increasingly migrating for various lengths of time and throughout a series of destinations. Migrants – including permanent residents, temporary workers, students, professionals – as well as refugees come from every corner of the world, with all sovereign states now either points of origin, transit or destination, and often all three at once. Countries of destination may or may not have cultural and historical connections with their respective countries of origin. Additionally, ease of travel and communication can enable migrants to travel further from, and return more frequently to, their country of origin.

A typical migrant today may well be born in one country, obtain an education in another, spend part of his professional life in another, and retire in yet another. Throughout this process, the migrant and the respective host communities leave an indelible mark on one another. These circular or multidirectional migration patterns enable migrants to form ties with several countries, resulting in multiple notions of belonging and perhaps even multiple nationalities.

Societies have developed a variety of models and strategies to manage the integration of migrants, ranging from assimilation at one end of the spectrum to multiculturalism and transnationalism at the other. In general, approaches and attitudes to integration derive from the way in which the host society and the migrants view questions of identity and cultural diversity.

However, the rapid change in migration trends poses an important challenge to the current integration models. It emerges, for example, that to focus solely on integration in terms of long term or permanent migration risks marginalizing a growing

segment of transitory migrants in many countries, with potentially negative social and economic implications. Recent security issues have also brought a sharpened focus on what integration should be and to what extent current policies and practices are inadequate. Concerns were voiced over possible discriminatory practices directed against migrants arising from a more fragile security situation. Participants commented on the need to accommodate migrants without degrading national security or placing more migrants in an irregular situation.

The workshop participants agreed that greater global mobility and the increasingly diverse forms of migration intensify the need for a flexible approach to integration that is tailored to the particular needs of the migrants and the host community. Countries with established integration regimes may need to revisit their strategies, while countries with limited prior experience in integration are looking for responses to the changing situation. There is much that countries can learn from each other in this respect, yet eventually every country will create its own unique solutions and policies as well as tailored responses to changing migratory patterns. Governments, civil society, the private sector and other stakeholders need to recognize the numerous benefits that can result from combining their strengths, knowledge and perspectives. There is progress to be made in establishing cooperation among stakeholders as more common practice, in an effort to jointly develop different and better approaches to effectively manage integration.

KEY THEMES AND PRINCIPLES

During the panel presentations and the ensuing discussions among the participants, a number of key themes and principles emerged.

- First, the general consensus was that **integration is a two-way process** between the migrant and the host society in which each side has certain responsibilities towards the other. This presupposes a willingness and openness of migrants as well as of host societies to learn and benefit from each other. Many panellists and participants supported integration programmes that encouraged such a reciprocal process. They recognized that integration must occur within a framework of cooperation and respect, in which host societies need to develop an **appreciation of diversity**, while migrants must respect the values and standards valid in their respective country of origin.
- Second, participants repeatedly emphasized that migrants are obligated to observe the **laws of the host country**, while the country of destination should ensure that human rights of migrants are respected.
- Third, participants remarked that integration programmes must consider that **migrants have differentiated needs** and that there is no “one-size-fits-all” solution. Integration programmes that are too general and do not address the specific needs of the migrant do little to actualize integration. Integration programmes can be tailored to an individual’s linguistic needs, cultural background, and socio-economic status. Gender and age need to be taken into account and in

a number of cases additional programmes are necessary for so-called “second- and third generation” migrants.

- Fourth, the delegates at the workshop also stressed that **integration strategies need to take into account the realities of the host community**. Programmes that comprehensively address the socio-economic challenges facing both migrants and host societies can enhance the overall welfare of communities and reduce antagonism and tensions between migrants and societies of destination.
- Fifth, participants acknowledged that **successful integration strategies need to be much more nuanced than previously thought**. Integration takes place along several dimensions simultaneously. Policies need to effectively coordinate between the different spheres of integration, by creating compatible policies for the economic, social, legal and cultural integration of migrants. At the same time, integration policies need to accommodate for the increasingly non-permanent nature of contemporary migration patterns. Even traditional countries of destination may find that their integration programmes need to be updated to reflect evolving migratory trends.
- Sixth, most participants agreed that **migrants have something valuable to contribute to both the country of origin and the country of destination**; the question was how to best maximize their contributions.
- Seventh, there was an understanding of the **shared responsibility between countries of origin and countries of destination**. Both “ends” of the migration process have particular interests, abilities and roles to play in the integration of migrants.

Finally, there is **a need for and great potential in partnerships between all stakeholders** throughout the migration and integration process. The involvement of different stakeholders from all sectors of society flows logically from a holistic approach to integrating migrants in all dimensions of life in the country

of destination. With respect to a multidimensional issue such as integration, the different positions occupied by various stakeholders make them well-suited to address different aspects of integration. Furthermore, not only do the various parties have their own interests in effective integration, but it can be argued that their specific type of interaction with migrants (e.g. as their employers) gives them a responsibility to contribute to the integration process.

THE MULTIDIMENSIONAL NATURE OF INTEGRATION

As mentioned above, a “one-size-fits-all” approach to integration is hardly feasible. Integration needs to be responsive to the complexities of modern-day migration. For example, it needs to take into account the changes in the direction of migratory flows and duration of stay, the diversification of cultural backgrounds, specific issues related to gender and skill levels, and the differentiated needs of second or third generations as opposed to recent immigrants. Integration policy and practice should also include a sustained effort to counteract negative perceptions and stereotypes in the host society and among migrants in order to facilitate positive interaction between the two.

At the workshop, participants and panellists elaborated on the various dimensions of integration, namely economic, legal, social, and cultural and religious aspects. A balanced interplay between these factors makes for successful integration. Furthermore, in each of these dimensions there are important roles for migrants, the host society, the country of origin, business and civil society as well as other stakeholders.

Economic

Economic opportunity frequently catalyzes changes in livelihood strategies that result in migration. Migrants seeking broader economic opportunity may identify gaps in labour markets abroad, which may exist due to a lack of skills in the

country of destination or a lack of desire of the country's nationals to fill these positions. In return, the host society benefits from increased economic activity and a broader base of available skills. In addition, migrants may bring innovation, investment and entrepreneurship to a country. At the same time, attention needs to be paid to the economic conditions in countries of origin with a view towards co-development, joint ventures and skills transfer. Additionally, the workplace is an important platform for integration, as it is often the place where migrants interact with members of the host community.

The consequences of failed economic integration of migrants are all too evident. Persistent unemployment among many migrants and indeed second and third generation migrants can lead to alienation and dependency, with negative repercussions for their integration and cohesion of the society as a whole. In addition, even when employed, migrants may experience discrimination at the workplace or may be underemployed and thus not able to realize their potential and maximize their contribution to the society.

Legal

The legal dimension of integration, including mutual rights and obligations on the parts of migrants and their host societies, is of fundamental importance to all aspects of the integration process. A legal structure in the countries of destination that is not discriminatory, protects basic human rights and, in some cases, gives affirmative rights to migrants, creates the conditions for integration on the basis of the rule of law. In turn, migrants must observe national laws and respect the rights of all nationals and permanent residents. To this end, it is important that migrants are made aware of their rights and obligations in the host country. Some countries carry out regularization campaigns to extend legal protection to migrants who arrived through irregular channels. Other strategies include toughening criminal liability for organizations involved in illegal migration operations such as smuggling and trafficking. Regardless, enforcing a legal framework

that safeguards fundamental human rights – irrespective of a person’s migratory status – is essential to complement integration policy.

Social

The provision of social services to migrants, which is often done in partnership between the host government and other stakeholders, particularly with civil society, can facilitate integration by giving migrants the information and resources necessary for their self-reliance and successful interaction in the host society. Indeed, access to social services appears to be the most visible and quantifiable index of integration and social cohesion.

Yet, social integration goes beyond ensuring access to services such as education, housing and health care. It also refers to the day-to-day coexistence between migrants and host societies. This includes structured and unstructured interaction in schools and kindergartens, shops, neighbourhoods and sports clubs as well as participation in political life and decision-making at local and national levels. An important element of social integration is enabling migrants to attain a sense of belonging to host communities and the social networks surrounding them. Through effective social integration, relationships between culturally distinct communities become more commonplace and less exceptional for the members of the host society. With social cohesion being an important objective of integration, the significance of this dimension of integration for societal security and stability should not be underestimated.

Cultural and Religious

The increasing diversity of migratory flows and differing degrees of importance attached to religion in different societies have given rise to a recent renewal of attention to the relationship between culture, religion and migration. Cultural and religious diversity find expression in, *inter alia*, values and customs as well as in language, food and dress, the holidays observed and the types of religious education provided in schools, if any. Religious networks can provide transnational support structures to migrants during their journey. They can act as “havens of familiarity” for new arrivals in a society and sometimes help fill voids in the social service system. Religion is a powerful dimension that can have a determinative effect on integration.

Managing the coexistence of different cultural backgrounds is one of the great challenges of integration policy. While the diversity brought about by migration can be perceived as vibrant and enriching, it can also lead to conflict over competing values, such as freedom of expression and freedom of religion, and may result in intolerance and xenophobia. Sensitizing migrant and host populations to dealing with difference and cultivating a positive attitude towards diversity in the long term are key strategies of cultural integration.

STAKEHOLDERS IN INTEGRATION

In addressing the complexities of integration, an inclusive approach can help to optimize the contributions of the different stakeholders to the process of integration. Identifying the interests, roles and responsibilities of all the relevant stakeholders in the integration of migrants can allow achieving coordination and complementarity of their efforts and make a coherent overall strategy possible. Defining roles of every stakeholder is also necessary for developing effective cooperation among them as it can act to ensure ownership of the partnership.

At the workshop, participants discussed the role in and possible contributions to the process of integration of the country of destination, the country of origin, migrants, civil society, private sector, international organizations, trade unions and the media.

The Role of the Host Society

Host societies have multiple roles to play in the economic dimension of integration policy. While it is important to avoid assessing migrants solely in terms of their economic utility, the integration of migrants into the economic sphere of the host country is clearly vital. As summed by one delegate, “employment is key to achieving integration”.

Access to the labour market is the first step towards economic integration of migrants. Many labour markets are becoming more demanding in terms of the qualifications required to

gain employment. At the same time a lack of certification and documentation of skills or their recognition frequently pose barriers to employment. Participants recognized the value of systematic review mechanisms that facilitate the evaluation and certification of occupational credentials to speed up the integration of labourers into the workforce. Agreements and partnerships between institutions of higher education in different countries are one of the most common ways to organize international skill recognition. Arrangements at the regional level, for example in the EU, or as part of bilateral agreements, such as the ones concluded between Spain and Ecuador, have also proven successful.

Host societies can create mechanisms through regulatory, financial or other forms of assistance, which allow migrants to maximize their own potential and their economic contribution to the host society. Entrepreneurial spirit was a frequently mentioned characteristic of migrant workers. Generating opportunities for migrants to invest in the country of destination through business ownership is a significant step towards ensuring migrants' economic integration and self-sufficiency.

Other initiatives include targeted assistance to migrants in entering the labour market, with added benefits for the national economy when migrants are encouraged to consider sectors in which the country is experiencing shortages. The UK, for example, operates a special programme to attract young migrants to medical schools. The Vocational Qualifications Network for Immigrants in Berlin is a collaboration of administrative authorities, vocational training institutions and immigrant organizations, targeting young migrants in secondary education to provide orientation in their career choices. It guides individuals in apprenticeship arrangements to prevent drop-out and directs them towards sectors in which migrants are under-represented, mainly the media, banking and civil service.

At the same time, several participants expressed the view that there is an obligation on the part of the host society to protect its own disadvantaged communities and lower-skilled workers. Host societies can implement retraining programmes, job creation initiatives or regulatory protection to preserve the welfare of its

own workforce, which prevents animosity towards the migrant community.

The integration process needs to be embedded in a legal framework that protects migrants from prejudicial and discriminatory practices. It is indispensable for a migrant to feel secure and to have recourse to legal means in order to be able to become fully integrated in the host society. It is the responsibility of the country of destination to devise a comprehensive legal structure that protects the human rights of migrants and enforces anti-discriminatory principles.

Several participants urged a stronger legal structure that gave affirmative rights to migrants, especially in social service areas. Other participants felt that safeguarding basic rights sufficed as legal protection for migrants and the issuance of affirmative rights may galvanize resistance to immigration and integration within the host society.

The laws of the host society can also establish decent labour standards and codify basic human rights. By enforcing these labour standards in all sectors of the economy, including agriculture and domestic work where migrants are often employed, inadequate working conditions that infringe on human dignity are deterred. Several participants expressed support for the ratification of the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.

Given changes in migratory patterns, with permanent settlement and citizenship acquisition no longer the main priority for many migrants or host societies, other, more flexible legal arrangements need to be found. Certain civic privileges, such as property rights and voting rights at the communal level, could be extended to migrants without necessarily requiring or leading to full-fledged citizenship. Long-term refugees settled in Tanzania, for instance, are granted land rights. By receiving access to agricultural and residential plots, refugees become self-sufficient in food production and thus less dependent on Tanzania's social services.

Several delegates added that a tightening of migration laws, caused in part by an increased emphasis on security, has further limited legal options for migration. This has increased the number of migrants using irregular channels for migration, often resorting to the services of smugglers or falling into the hands of traffickers. Once in the country of destination, such migrants find themselves in an irregular situation and have to take up undocumented employment. This in turn increases their vulnerability to human rights violations and abuse, including at the workplace. Appropriate legal frameworks can serve to toughen the criminal liability of traffickers and employers who hire foreign workers in an irregular status, while affording protection to the migrants who are victims of abusive situations. Periodic regularization is another, if significantly more controversial option to integrate migrants into a country's legal system.

As one panellist stressed, it is essential that steps are taken to ensure that formal rights also mean real social opportunity. Social integration is predominantly a local process in which migrants become included into the social fabric of their neighbourhood community and into the local social service system. The role of municipalities and local governments is essential in this respect.

Several countries have established schemes using local immigration support centres. These centres provide a one-stop resource for migrants seeking assistance, information and social services. The Portuguese National Immigration Support Centres represent an interface **between migrants and the central administration**. The Centres also stimulate and support the network of migrant associations, furthering social cohesion and integration. Support centres are also effective in addressing very specific needs of certain groups of migrants: Korea, for example, has set up Migrant Women Resources Centres to aid the integration of international spouses in Korea.

Furthermore, many countries are increasingly advocating an integrated approach, whereby integration measures are mainstreamed into social and economic policies at large. Instead of creating a "special track" for migrants, the aim is to include migrants into the regular social system as much as possible. Australia's Settlement Grant Programme, for example, puts

new arrivals in touch with mainstream health, education and employment agencies.

A similar example comes from Berlin's urban cohesion strategy. It is not uncommon for cities to experience a situation in which economically and socially deprived areas coincide with areas with a large migrant population. The programme for the social stabilization of neighbourhoods in Berlin thus targets districts, not nationalities. The policy aims to improve access to education, jobs and social services for both German and non-German residents as well as promoting initiatives that foster a sense of ownership of the neighbourhood among the resident community.

The Centre for International Migration and Integration's (CIMI) projects in Israel similarly emphasizes holistic community building, urban planning and proactive tenant associations. Costa Rica's education project focuses on the special needs of both migrant children from Nicaragua and Costa Rican children from poor backgrounds. Such comprehensive strategies that address the needs of migrants as well as those of other disadvantaged groups can counter resentment on part of the host society and contribute to greater social cohesion.

Age, gender and education levels of migrants are important variables that need to be taken into account in integration efforts to ensure their effectiveness. Some countries have established specific initiatives to encourage the participation of migrant youth in cohesion-building activities. Ethnic minority youth often possess bilingual skills, transnational networks and cultural know-how which add greatly to the social resources of the host society.

Yet, in many countries a feeling of marginalization among migrant youth is widespread. Australia has responded to the challenges facing families and young migrants through its Family Relationship Services and the Newly Arrived Youth Support Service. These facilities provide advice and counselling when family relationships are under strain, for example due to changing gender roles or when children demand certain freedoms that are common in the country of destination but inappropriate from the perspective of the culture and traditions of the country of origin.

Participants repeatedly emphasized that the ability to speak the language of the country of destination is one of the most important facets of integration. Language and communication can help build the bonds between migrants and the members of the host society that facilitate integration. Moreover, there is value in migrants continuing to use their native language in parallel to the language of the host society. Economically, socially and culturally, the country of destination as a whole may draw benefits from a multilingual population and countries may want to consider ways to encourage or facilitate its development.

Language, however, is not a proxy for integration. Instead, language is a precursor to all other facets of integration. It forms the basis for daily social interaction, for participation in the social, cultural and political life of the host community; it often determines academic success and access to the labour market. Several participants commented on high drop-out rates of migrant children in school, partly due to inadequate language skills. Experiences of countries such as Belgium and Germany have shown that the language abilities of parents can have a strong impact on the academic performance of their children. Initiatives have been developed to provide academic assistance to migrant children in tandem with language-learning and general integration initiatives targeted at the parents.

Most successful language trainings are tailored to the differentiated needs of migrants, including their age, their level of education and their mother tongue, which influences the ease of acquiring a new language. Australia, for instance, offers both a regular Adult Migrant English Programme and a Special Preparatory Programme designed for humanitarian entrants who have difficulty adapting to a formal learning environment. Canada has also established different degrees of language training, including the Language Instructions for Newcomers to Canada, the Enhanced Language Training and the Canadian Language Benchmark Levels.

Cultural integration of course goes beyond language acquisition. As the example of Nicaraguan migrants in Costa Rica has shown, even where migrants and the host community speak the same language, integration efforts are required. Cultural integration

also refers to the constant encounter between different cultures in both informal and institutional settings. Australia, for example, has adopted the “Charter for Public Service in a Culturally Diverse Society” to adapt to cultural diversity in service provision and is working through the Community Partners Programme to provide culturally appropriate care for the elderly. Likewise, the city of Berlin has implemented a programme of “intercultural opening” of political and administrative institutions and public services to raise awareness of the multicultural context in which they operate.

Tolerance in the society of destination can prevent defensive isolation of migrant communities. Lacking acceptance by the host society, migrants may retreat within their own communities and develop hostile sentiments towards the host society, thus further distancing themselves from the host community. Commentary from several delegates indicated that there is a feeling of marginalization and disenfranchisement among certain groups of migrants. As one possible result, migrants in this category may also be more likely to be drawn towards religious radicalism.

Informal daily interactions with the host society give migrants a chance to influence their surroundings and develop a sense of belonging and help avoid isolation and religious or other forms of extremism. Participants described a variety of targeted initiatives carried out in schools, including the Costa Rican “Modelo de la Mediación” which focuses on promoting understanding, tolerance and respect among students. Giving migrants, especially youth, a stake in society solicits their contributions and helps deter disenfranchisement and destructive behaviour.

The Role of the Country of Origin

The country of origin is an important stakeholder throughout the migration process. For example, before migrants depart, countries of origin can negotiate with the countries of destination to codify legal rights and obligations of their overseas citizens. Countries of origin can also advertise opportunities to work abroad, identify citizens wishing to migrate, provide them with information on legal migration opportunities and equip them

with the necessary training and skills. Ecuador, for example, has a bilateral agreement with Spain that gives its citizens privileged access to the Spanish labour market. Ecuador runs a pre-screening programme relating to migration pursuant to this agreement. Workers selected for overseas employment undergo mandatory pre-departure training about their rights and obligations in Spain and receive information about their city of destination and workplace.

There is some indication that migrants integrate more easily into their host society if preparation for integration begins before their departure, in the country of origin. The Philippine Overseas Employment Programme is an example of one of the more robust country of origin programmes. Workers wishing to migrate must attend country-specific pre-employment and departure training that provides an overview of the employment situation, including potential problems and coping mechanisms.

International organizations can assist governments in preparing and delivering pre-departure training programmes. The Australian Cultural Orientation Programme, for instance, is run by IOM in several countries in Africa, Asia and the Middle East. The topics of instruction range from legal issues and cultural particularities to practicalities such as how to use appliances, prepare meals using food from the country of destination, and summon emergency help. Participants endorsed IOM's cultural orientation programmes which provide basic practical knowledge about the laws and customs of the country of destination, based on the information States wish to see included in such seminars. Again, there is no universal model for pre-departure orientation. Instead, it must be tailor-made for the specific migrant profile and destination society.

Sending countries can continue to support their nationals during the journey and upon arrival in the country of destination. The Philippines, for example, has established Labour Assistance Centres at ports of exit to assist workers with documentation. In addition, a country's network of consulates and embassies creates a useful infrastructure for supporting citizens abroad and monitoring the well-being of overseas nationals. The Philippines has devoted special Country Teams which work in conjunction

with the local embassies or consulates to ensure the protection of the country's overseas foreign workers. Similarly, it maintains Philippine Labour and Employment Offices in 26 countries and 20 Filipino Resource Centres worldwide which serve as one-stop-centres for legal assistance, custodial support and skills development.

Ecuador is another example of a country which has strengthened its consular system in order to provide services to nationals abroad. Ecuadorian consulates in turn maintain links with migrant associations as well as NGOs, churches and humanitarian organizations in the country of destination in order to create a comprehensive and accessible network of support for migrants.

The Integrated Migration Information System (IMIS) is an example of a mechanism of assistance to migrants implemented in cooperation between the country of origin and destination. IMIS is run in bilateral partnership between Egypt and Italy and in conjunction with IOM. IMIS aims to facilitate legal migration and the insertion of Egyptian labour migrants into the Italian labour market, to improve the migrants' social status in the host country, to strengthen their ties with Egypt, and to mobilize human and financial resources generated by migration for the benefit of Egypt's development. Services offered to migrants within the framework of IMIS include legal advice, provision of country information for potential migrants and networking among migrants and NGOs.

Another way to support diaspora members while strengthening their ties to the home country is to recognize and respond to the particular needs of migrants' families and dependants at home. As migration is tending towards increasingly temporary and circular patterns, it is becoming more common that only part of a family moves. This could produce a strain on family structures and related social risks if family members, especially children, stay behind. It is important for governments to be aware of the potential consequences and respond to these by supporting such "global families". This can also serve to help relieve the migrants' worries about the well-being of their family members back home and allow him or her to concentrate on life in the host country. In 2001 the Government of Ecuador conducted consultations with

Ecuadorian civil society agents (NGOs, churches, universities, migrant associations) as well as IOM and other international organizations to assess the human impact of migration on societies of origin. The importance of this aspect of migration for the stability and functioning of transnational communities should not be underestimated.

Temporary or permanent stays in the country of destination do not preclude the migrant's continued commitment to the country of origin. Migrants frequently continue to contribute to their country of origin, even after a long stay abroad, for example by transferring skills and know-how, sending remittances, and making investments. As was confirmed by the individual experience of migrants participating in the workshop, migrants who are well integrated in their country of destination are less vulnerable, more likely to prosper and thus are often better placed to contribute to the development of their home country. For example, the more financially secure a migrant is in his or her place of destination, the more he or she is able to contribute to the country of origin through remittances and investment. In addition, migrants will be more likely to return to their country of origin on a temporary or long-term basis if they are assured that they can retain their acquired legal and social status in the host country. It is important, however, that efforts on the part of countries of origin to facilitate and encourage the integration of their nationals into host societies are accompanied by measures to maintain their link with the country of origin.

If a migrant does take the decision to return to the country of origin, many of the same integration principles have relevance for the reintegration process. Several delegates discussed their programmes concerning reintegration of returnees. There are several measures a country of origin can take to facilitate the return and to ease the reinsertion of migrants into the economic and social life of the home country. For example, regular sessions held by Philippine consulates for overseas nationals to discuss issues regarding their integration in the country of destination (known as "Pulong-Pulong") also facilitate the retention of Filipino culture and language for second and third generations and serve to prepare migrants for their eventual return to the Philippines. South Africa is operating programmes to attract professionals to

return to the South African labour market, demonstrating the need to generate economic opportunity and professional perspectives for returnees.

Importantly, governments have an interest in giving migrants a stake in their home country. By ensuring that nationals abroad continue to participate in the life of the society of origin, countries of origin can help keep migrants connected to social, economic, cultural and political networks at home and maintain their sense of belonging to the home country. Allowing dual citizenship is one measure which can help maintain a degree of loyalty to the home country, especially for long-term migrants. Overseas voting rights, as implemented by the Philippines and Ecuador for example, can also be a key mechanism to secure the political involvement of citizens abroad. However, overseas voting programmes can be very costly to operate and politically controversial.

An example of a measure to encourage migrants' economic participation in the country of origin is the Mexican "Three for One" ("Tres por Uno") programme in which municipal, state and federal governments together triple every dollar remitted by Mexicans abroad for investment in development projects in communities of origin. Such initiatives instil in the diaspora a sense of ownership of the political, economic and social developments in their home country and reinforce the positive aspects of transnationalism.

In sum, **preparing for departure, staying in contact with migrants throughout their journey, and planning for their reintegration** emerged as three of the more concrete roles for countries of origin in supporting the integration and reintegration of migrants.

The Role of the Migrant

Migrants bring a lot of potential to the countries of destination, a fact which is not always recognized by the host societies and indeed migrants themselves. Many traditional countries of immigration are acutely aware of the inherent value of

immigration in a globalized economy and for maintaining international competitiveness.

Migrants frequently help reduce shortages in national labour markets, either by accepting jobs that are undesirable to nationals or expanding and complementing the skill base available in a country. Examples from Israel show that the boom in the country's high-tech industry was in large part due to Russian immigrants and Israeli returnees from the USA. Migrants can also contribute to the host society through innovation and entrepreneurship. It must be recognized, however, that with discriminatory recruitment practices still widespread, migrants are sometimes left with no other option than self-employment in order to secure an income.

Demographic changes in many developed countries have also resulted in shortages in the labour supply in significant sectors of the economy, as for example in Japan which is experiencing shortages of workers in such sectors as agriculture and fishery as well as the manufacturing and construction industries. In addition, in many of these countries ageing populations will become increasingly reliant on migrant labour in the care profession and service sector.

Furthermore, migrants often have specific characteristics which can be particularly valuable to society. For example, migrants' transnational ties and intercultural skills as well as linguistic abilities will be of growing importance to global business. The cultural diversity introduced by a migrant population is likely to be reflected in expansions in the range of food, music and cultural events.

Countries benefit from the skills and resources of the migrant population, but sometimes have difficulty integrating them in a way that maximizes their potential. Language barriers often prove a fundamental obstacle to the effective integration of migrants. Migrants also often find that their potential cannot be realized because their academic and professional qualifications are not recognized in the country of destination. This frequently leads to unemployment or underemployment, including employment in

activities completely unrelated to the migrant's prior experience, and a suboptimal utilization of available skills and talents.

To realize his or her potential in a country of destination, a migrant must take affirmative steps. First and foremost, this means learning the local language to ease the process of integration and facilitate access to the labour market. Migrants are also obliged to respect national laws and customs. As the speaker representing the migrant's perspective observed, upon arriving in his country of destination he needed to consider what particular skills he could offer and the ways to realize his potential contributions. He concluded that he had special knowledge of the indigenous group to which he belongs, that this knowledge would be of interest to the academic community in his host country, and that in order to communicate with the academic community he needed to learn English, the mother tongue of the country of destination. Not only did he successfully learn English and make real contributions to the knowledge base regarding his indigenous group, but he then became an academic himself. He eventually returned to his country of origin, where he is active in politics.

In sum, migrants actively contribute to their host societies, often filling niches left open by the nationals and adding value wherever they find opportunity. In a climate conducive to integration, migrants can become proactive and use their own initiative to gain a foothold in a new society.

The Role of Civil Society

The integration of migrants also finds expression in the various interactions between migrants and the general public of the host country. This refers to both unstructured relations in, for example, the migrant's immediate neighbourhood as well as interactions in more institutionalized settings, such as schools. Civil society, through its various structures, represents a multiplicity of perspectives and interests, and can make an important contribution to the integration process.

NGOs, for instance, have a key role to play in providing migrants with direct and practical assistance in their day-to-day lives. They often also monitor integration policies and advocate for migrants' rights. The King Baudouin Foundation, a Belgian Foundation that promotes integration and a multicultural society, enumerates the roles of the NGOs in integration as follows: 1) to ensure that migration and integration policies are respectful of human rights, 2) to ensure that these policies are based on expertise and evidence rather than driven by the political agenda, 3) to evaluate the impact of the policies on the opinion of the general public towards new migrants, and 4) to measure the efficiency of social integration models in a comparative perspective.

At the local level, NGOs can also address issues of immediate concern to migrants themselves. The King Baudouin Foundation has carried out several projects in partnership with other local NGOs, including a programme for second and third generation migrant youth and their parents. It aimed to foster greater trust and dialogue between schools and parents and to involve parents more closely in school activities, thus contributing to the academic success of migrant children and the social integration of the families. Another project, "Project Motor", focussed on empowering migrants' entrepreneurialism and economic capacity by providing grants for business start-ups.

Furthermore, NGOs can facilitate training sessions for journalists, social workers, education officers, civil servants and others on the subject of integration and multicultural understanding.

At the national and international levels, NGOs have lobbied for the rights of migrants and campaigned for forms of "active" or "civil" rights even in absence of permanent citizenship. Local voting rights and civic education strategies form important components of these demands. At European level, NGOs have collaborated in the "European Programme for Integration and Migration" which sets out the rights and responsibilities of migrants and host societies to guide policy development in the area of integration. A "Common Agenda for Integration" is also being developed as a joint framework by NGOs at the European level.

Religious organizations are significant stakeholders in the integration process. They can help break the barriers of isolation and misunderstanding that affect many minority religious groups, for example by sponsoring dialogue and exchanges among different faith-based groups and representatives of government and civil society. Together with the media, religious institutions can play a crucial role in shaping attitudes towards diversity, dispelling misconceptions held by the host community and migrants themselves, and fostering a positive climate for integration. Religious communities often serve as a sanctuary for migrants and as important markers of identity because migrants may associate them with “home”. The active and constructive engagement of host societies with religious groups is critical for harnessing the groups’ ability to mediate between the “here” and the “there” of migrant reality. This means that, although migrants need to be integrated individually, it is also important for their religious communities to be integrated collectively. Such collective integration can help avoid defensive withdrawals leading to isolation and the development of ethno-religious ghettos. It is essential for wider social cohesion that migrants are reassured that their cultural and religious background is accepted and valued in the new environment.

In addition, religious organizations can also take on practical functions such as facilitating access to housing, education, employment and legal services and running language schools and vocational training.

Lastly, migrant associations function as important support networks for migrants in many countries. Especially larger and more established diasporas tend to have vocal and well-organized associations working on behalf of the diaspora’s rights and interests. In several countries, migrant associations working at national level have taken on consultative roles with governments, advising them on migration and integration policies and other matters of social concern. Migrant associations also build bridges between migrant communities and the host society, for example by raising awareness about the realities of migrant life and embracing cultural diversity. One participant mentioned the example of Egyptian communities abroad making efforts to create a network among migrants and strengthen their ties with the home country

as well as promote a positive image of Egyptian culture. The importance of migrant communities in creating opportunities for daily interactions and informal encounters between migrants and host communities is also extremely important for the success of integration.

The Role of the Private Sector

The private sector has an important role to play in the implementation of integration policy. With respect to the legal dimension of integration, private sector employers are obligated to observe workers' rights and fair labour standards, which help protect migrants. By committing to non-discriminatory practices in recruitment, businesses can give migrants an equal chance in the labour market and assist in integrating migrants in community at large through workplace interactions. Businesses also have a role in openly acknowledging the value of foreign labour and the vital contribution skilled and unskilled migrants make to many sectors of the economy, thereby improving the public perception of migrants.

Many private companies operate internationally, with a large percentage of their employees working in locations other than their home countries. The workforce at Proctor & Gamble (P&G) in Geneva, for instance, encompasses 65 different nationalities. Like many multinational enterprises, P&G does not just move workers around the world, but entire families. In order to maximize the productivity of its workforce and minimize the number of overseas assignments that are truncated for personal reasons, the company has implemented an integration programme for its employees and their families. P&G has numerous initiatives in place to help its staff and their families feel comfortable and at ease in their new country. In Geneva, these include French lessons, spouse career assistance, and support in identifying housing and schooling opportunities for children. The employees and their families are permitted to decide which elements of the integration support offered by P&G they will take advantage of, and not all employees choose to take advantage of all aspects. It was noted by some participants that because the company strives to maintain

a consistent corporate culture across its offices, employees may not be as inclined to **integrate into the local community**. Others remarked that while P&G was a model for corporate integration, it was the employees' families who benefited from the integration programmes. They, like other migrant groups, were without a common corporate culture and needed integration assistance.

Several delegates observed that P&G was not necessarily representative of the issues facing most migrant workers because it dealt with a highly skilled workforce. However, some of P&G's initiatives may still serve to provide ideas which could be applied in the context of lesser-skilled workers. **Regardless of skill level and type of employer**, delegates generally shared the view that migrants bring new skills, innovation, and a desire to work to the countries of destination. Businesses have a strong interest in the contribution that both foreign professionals and lesser-skilled migrant workers can make in numerous sectors of the economy. It is important to remember, however, that migrants are not just labour resources but rather human beings who come to the host country not only with their skills and knowledge, but also with aims and aspirations, political views and affiliations, cultural heritage and traditions and whose interaction with the local society therefore needs to be considered and assisted. Partnerships between Governments and the private sector, which benefits greatly from migrant labour, can represent a "win-win situation", with advantages for both sides, while helping to ensure the successful integration of migrants in the labour markets and societies of destination.

The Role of International Organizations

Many international organizations have experience with migration and integration situations in diverse countries, making them well placed to provide consultative assistance, including the comparison of different integration models and the identification of good practices. At the workshop, participants expressed their appreciation for organizations such as IOM, the International Labour Organization (ILO) and the International Federation of Red Cross and Red Crescent Societies (IFRCRCS) for adding value to

the discussion through their observations and recommendations regarding integration policies and practice.

International organizations can provide considerable support, including capacity building, to governments and other stakeholders in implementing their integration policies. IOM was mentioned a valuable partner in addressing integration issues, at every stage of the migration process. IOM prepares and implements pre-departure training on behalf of countries of destination, and assists countries of origin in maintaining links with their nationals, for instance by monitoring and operating overseas elections and by facilitating voluntary return. Other activities include projects in the realm of social and economic integration, such as a vocational training programme for young immigrants in Estonia who struggle to find employment. Similarly, a project in Russia provides direct assistance to migrant enterprises by granting micro-credits to enhance the migrants' self-sufficiency and promote local integration. Some of IOM's integration programmes are tailored for particular groups of migrants, such as socially-excluded Roma in the Czech Republic and in Poland. Another project aims to strengthen the support mechanisms available to Filipino workers in Italy and facilitate their integration in Italian society. The Organization also provides opportunities for states to exchange information and experiences and identify good migration management practices, including in the realm of integration policy.

For its part, ILO places a strong focus on integration through employment. Since 1991, the Organization has examined national practices in Europe and North America to identify incidences of discrimination in access to employment and devise avenues of response to such cases. The agenda "Promoting Equality in Diversity: Integration in Europe" was launched in 2004 by ILO in partnership with numerous national and international organizations and institutions, such as the Churches Commission for Migrants in Europe, the Irish Business and Employers Confederation and the Centre for Social Innovation in Austria. The agenda aims to fight discrimination against migrant workers and promote their integration. It provides policy makers with a compendium of practice profiles as well as guidebooks on

anti-discrimination and integration measures and activities for employers and trade unions.

Organizations like the IFRCRCS can supplement the social service capacity of the host country. Where migrants remain excluded from some of the regular support mechanisms, for instance due to irregular status, IFRCRCS can help meet the social service needs of migrants. Humanitarian organizations are often the first port of call for newly arrived migrants or migrants in distress and they can play a role in advocating for the needs of vulnerable migrant groups.

The Role of Trade Unions

The work of trade unions encompasses aspects that are of concern to all workers – national and foreign – including the regular payment of salaries, wage increases, the provision of social benefits and the observance of labour standards. Trade unions are generally focussed on protecting the interests of their members and workers in the countries where the union is located. Migrants could benefit from membership in trade unions, as migrants (particularly those in an irregular status) can be highly vulnerable to exploitation and other extrajudicial practices at the hands of employers.

Yet, as pointed out by the representative of the International Confederation of Free Trade Unions – African Regional Organization (ICFTU-AFRO), union constitutions often are silent on the rights of migrant workers. This may be due in part to the potential conflict between lower-skilled national workers and migrant workers doing the same kind of jobs. In addition, migrants are sometimes reluctant to join trade unions. A lack of trust and information can prevent meaningful partnerships between national unions and migrant workers.

Despite these obstacles, some argue that unions have a responsibility to organize all workers, including migrants, and protect their rights and interests. To this end, unions at national levels are sometimes involved in the formulation of national labour

policy and are in a position to advocate for inclusive policies that also protect migrant workers' rights and interests.

Several unions affiliated with AFRO have devised action plans for the protection of migrant workers. The ICFTU-AFRO representative at the workshop highlighted ICFTU's annual survey on the violation of union rights and human rights as well as its Plan of Action "Trade Unions Say No to Racism and Xenophobia". A similar initiative was started by the Congress of South African Trade Unions, which has programmes against racism and xenophobia involving workers and communities. Trade unions therefore have a role to play in creating improved conditions for the social, economic and legal integration of migrant workers.

The Role of the Media

The role and impact of modern information and communication systems and the mass media in shaping public perceptions must not be underestimated. Media attention to migration has been increasing over the past few years and there is a need to ensure that the reporting is accurate, fair and balanced.

Participants commented on the role of the media as an interlocutor between policy makers and the general public. Decisions made by national governments on migration and integration sometimes seem to lack resonance on the ground, and due to its effective reach, the media can be well positioned to disseminate information on the rationale and purpose behind certain policy decisions, thus enhancing their acceptance among the public.

The media can also be effective in helping dispel the many myths surrounding migration. Rather than exacerbating populist hostility towards migrants and playing on stereotypes, the media can contribute to a more realistic and accurate image of migration in society. This is true especially with regard to assumptions about the economic impact of migrant workers on the host community. For example, the media can help the local population understand

the economic necessity for migrant workers in the labour market, and as a result help create a better appreciation of national policies.

One important way in which media can reduce misconceptions about migrants is to avoid the frequent tendency to portray migrants as criminals, which undermines social cohesion and effective integration. The International Federation of Journalists, for example, has issued a series of guidelines on reporting of migration and asylum-related issues, with the aim of ensuring that migration statistics are reported accurately, with adequate interpretation and in context, and that a balanced image of migrants and refugees is presented to the public. A truthful and positive presentation of migrants by the media can have a strong impact on the social discourse about migration, thus reducing prejudices and enabling better integration.

Lastly, participants noted that the media could stimulate constructive social dialogue and provide a forum for cultural interaction. Cultural outreach programming that explains the history or customs of a migrant group helps to deter xenophobia and racism in the host society. Also, cultural events and media programming that informs migrants about events and developments in their country of origin can help preserve links among members of the diaspora.

PARTNERSHIPS BETWEEN STAKEHOLDERS

The stakeholders in integration are diverse. Governments, the private sector, the media, schools, religious organizations, NGOs and migrant associations can all make important and complementary contributions to the integration process. Partnerships are critical in addressing the complex dimensions of integration in a holistic manner, requiring not only a “whole of government”, but also a “whole of society” approach.

Intra-Government Partnerships

Intra-government partnerships are essential for policy coherence. Effective coordination and cooperation within a government ensure that policy decisions relating to integration pay due consideration to all dimensions of integration, for example by encompassing the perspectives of the interior ministry, the ministry of labour, the ministry of social affairs, the foreign affairs ministry and other relevant bodies. Intra-government partnerships can enhance cooperation at the technical level to avoid duplication and provide for a more efficient use of resources. Furthermore, migrants’ access to social services is facilitated if the various services are well-coordinated. Effective partnerships therefore benefit the government and the migrant, and strengthen the country’s overall integration capacity.

Australia has recognized the need for intra-government coordination on integration issues by establishing the Interdepartmental Committee comprising sixteen heads of

federal agencies which have a role in the provision of settlement services to humanitarian migrants. In Portugal, the National Immigration Support Centres bring together border control agents, social security officials, general inspectors of work, the Ministry of Health and the Ministry of Education, thus representing a comprehensive intra-government and inter-agency partnership. Similarly, the “Masad Klita” in Israel is a strategic collaboration between the Ministry of Migrant Integration, the Ministry of Social Affairs, the Ministry of Housing, the Ministry of Education, migrant associations and NGOs.

There is also a need for partnerships that strengthen coherence and coordination between different levels of government, especially in federal and decentralized systems. In Germany, cities and Länder have issued integration policy agendas, and a nation-wide competition was held in which the success of different integration policies was compared and rewarded. As was confirmed by several delegates, national policy must be linked to local policy in a way that maximizes the synergies between the various levels of government.

In most countries, the framework for integration policy is defined by the federal government, and implemented at the local level. However, discussions at the workshop also suggested a more “bottom-up” model in which local and municipal policymakers would decide on additional civic rights and responsibilities which migrants could enjoy at the local level. These decisions regarding additional local level rights and responsibilities would eventually feed back into national policy.

Given the varying state structures, every country will have to find a different formula for achieving intra-government coherence. Nonetheless, it seems likely that since integration takes place in large part at the local level, partnerships that draw knowledge from the local to the national level would improve the formulation of integration policy.

Partnerships between Governments

Inter-government partnerships often take the shape of bilateral arrangements between countries of origin and countries of destination to organize regular, orderly migration and, in some cases, to promote integration. For example, the previously-mentioned bilateral agreement between Spain and Ecuador gives Ecuadorian citizens privileged access to the Spanish labour markets. A number of participants discussed bilateral agreements as effective mechanisms to meet the migration needs of both countries of origin and destination and to afford protection for the migrant. By opening up legal channels for migration bilateral agreements may also help to reduce irregular migration and thus help containing the associated risks for migrants and societies alike. In turn, migrants in a regular status are in a better position to be integrated into the destination society.

Bilateral arrangements often prepare migrants prior to their journey, and sometimes involve a selection process whereby the country of origin and destination may cooperate to screen and select potential migrants and prepare migrants prior to departure. In the country of destination, structures may be put in place to protect the migrant and facilitate his or her insertion in the new society and workplace. In addition, provisions are usually made for return.

Many traditional countries of immigration, which often continue to experience mainly permanent migration, enter into partnerships with countries of origin. The Canadian immigration and integration programme, for example, includes pre-departure services in cooperation with countries of origin, delivered via the “Canadian Orientation Abroad”, the “Going-to-Canada Immigration Portal” and the “Newcomers’ Introduction to Canada”. These services focus on selection and pre-arrival preparation and are based on the notion that integration begins in the home country.

Also relevant in this context are regional partnerships between countries whose migration patterns are premised on geographical, cultural or linguistic ties. For example, the Community of

Portuguese Language Countries (CPLP), an alliance of eight Portuguese-speaking countries, is engaged in the formulation of new and flexible policies in integration. Another example is the cooperation between the Russian Federation and countries of origin in the Commonwealth of Independent States (CIS) in arranging for pre-departure documentation, an appointment card with an employer, and money for travel expenses. Argentina's "Patria Grande" initiative in 2005 was a joint effort by the countries of the South American Common Market (MERCOSUR) and other associated countries to grant visa-free movement and a two-year residence permit to all nationals of the respective countries.

Partnerships with the Private Sector

Partnerships between the private sector and governments can yield desirable integration results in many spheres of integration, but are particularly relevant to the economic integration of migrants. The private sector is an ideal partner for governments in assessing the gaps and shortages in the national labour market and making recruitment decisions. The incentives for businesses themselves are substantial as they stand to gain from effectively organized migration and well-integrated migrants.

Businesses have much to contribute to the formulation of integration policies. In addition, they are key players in the enforcement of related legal obligations, especially with regards to workers' rights and labour standards. The private sector can also assist governments in devising education and training policies targeted at migrants that aim to draw more migrants into sectors of the economy in which there are labour shortages. This not only benefits societies, economies and migrants, but is important for integration as it builds the employability and self-sufficiency of migrants and enhances the public image of migrants as important contributors to the labour market.

Partnerships between countries of destination and businesses can establish corridors for legal labour recruitment and programmes for the smooth access to employment and social

services for migrants. For example, several private enterprises in Spain are involved in the labour migration scheme between Ecuador and Spain. Some firms that are partners in this initiative, such as the Spanish Corte Inglés, provide their own training courses upon the migrant's arrival in Spain, preparing migrants for their life in Spain and providing information about the workplace prior to the start of the employment contract.

Countries of origin also forge effective partnerships with the private sector for pre-departure preparation and to facilitate the economic integration of returnees. The pre-departure orientation sessions in the Philippines are implemented in partnership with Filipino businesses and conducted by local government units, an example of a successful partnership between central government, local authorities and private sector. Similarly, South Africa's "Home Coming Revolution Project" is driven by the government of South Africa and the UK (as one of the main countries of destination for South Africans) and funded by the private sector. It also forms part of a broader public-private partnership, the "Joint Initiative on Priority Skills Acquisition" that combines efforts directed at the return of nationals and immigration of foreigners.

Since economic opportunity, working and earning a livelihood are major components of integration, there is substantial scope for partnerships between governments and the private sector that manage this aspect of migration and integration more effectively.

Partnerships with Civil Society

Partnerships with civil society on integration matters can be highly effective at local, national and international levels. For this reason, the King Baudouin Foundation advocates for "cooperation and negotiation between governmental and non-governmental stakeholders at various levels of governance". Civil society organizations can be important mediators between migrants and wider society, and between migrants and policy makers. They are well suited to be involved in all dimensions of integration.

First, civil society's often frequent and direct contact with migrants makes it a useful source of information and experience on migrants' day-to-day realities, challenges and needs. Partnering with civil society can therefore result in valuable input for policy formulation. This is recognized by the city of Berlin, whose State Advisory Board for Integration and Migration actively involves, consults and supports migrant organizations.

Several remarks made at the workshop indicated that NGOs are efficient at providing social services to migrants and defending their rights. Ecuador and the Philippines deliberately incorporate the network of migrant associations as well as church communities and NGOs in the provision of services to their nationals abroad. Similarly, the Portuguese National Immigration Support Centres make a point of connecting their clients to existing migrant associations.

In addition, NGOs and other civil society groups are well placed to devise and implement projects at the grassroots level that further integration. In Australia, for example, community organizations can propose projects responding to needs on the ground and receive government grants for their execution. The "Living in Harmony" programme in particular provides financial assistance to community groups for the purpose of promoting communal cohesion and tolerance and countering racism, targeting for instance schools, scout groups and sports associations.

NGOs can also become involved in more broad-based partnerships among themselves and with other actors. The planned European Integration Fund and the Common Agenda for Integration are both examples of NGOs pooling their experiences and partnering with European governments to devise more effective integration strategies. Likewise, the UK Red Cross connected authorities in Liverpool with youth in Lagos, Nigeria via the Internet. This allowed UK officials to improve their insight into the cultural background and socio-economic circumstances of Nigerian migrants to the UK and helped to deepen their understanding of some of the cultural differences and conflicts experienced with Nigerian youth in Liverpool. A similar exercise

was conducted between the UK Red Cross and the Pakistani Red Crescent to get a better idea of the needs and circumstances of the Pakistani communities who have settled in the UK.

Partnerships with Media

A final area of potentially very powerful partnerships exists between the media and other stakeholders. The ability of the media to affect public perception of migrants by casting them either as being beneficial or burdensome to the host society can have a determinative effect on integration and social cohesion. For this reason and others, participants valued media as an important partner in the integration process.

The role of the media can be twofold: On one hand, the media can help governments, migrant associations, and other civil society organizations to disseminate accurate and unbiased information about the realities of migration. By portraying the human side of migration as well as the positive aspects of diversity and multiculturalism, media can complement integration efforts made by other stakeholders. Portugal, for instance, has mentioned specific plans to sensitize media to their important responsibility in this area.

On the other hand, media provides a channel of communication with migrants themselves. The Internet and media resources such as newspapers, imported from countries of origin, help diasporas to stay in touch with their home countries. In countries with large and established migrant communities specialized media has frequently developed to cater to these specific groups by reporting in the migrants' native language on issues relevant to the country of destination. Lastly, bilingual programming can support the acquisition of language skills by migrants as well as granting members of the host society access to the language, culture and issues relevant to migrants. This can contribute significantly to cross-cultural understanding and social and cultural integration.

A number of speakers mentioned the power of the media and the need for robust partnerships between media and other stakeholders, including governments, cultural organizations, and the private sector. Partnerships with media can contribute to a better understanding of government policies and economic effects of migration and integration, and tolerance can be promoted, all of which facilitate integration.

CONCLUSION

As the workshop discussions made clear, integration is a matter of increasing significance for a growing number of countries around the world. The heterogeneity resulting from migration means that more and more societies are confronted with fundamental questions regarding their functioning, self-understanding and the values that hold a society together. Societies, however, are by their nature constantly changing in a variety of ways, and the transformations brought about by migration can be beneficial and enriching.

Despite the potential benefits that migration has to offer, changes in the social fabric nonetheless need to be managed so as to ensure an effective functioning of society and maintain social cohesion and harmony. Integration cuts across many sectors of society, touching upon economic, legal, social, cultural and religious spheres. To ensure that integration is effective, conscious policy interventions need to be made in each of these sectors.

Integration is a personal issue as much as it is a societal one. Concepts of loyalty and belonging are particular to the individual, yet, how migrants define their affiliation is relevant for their inclusion in the host society. Transnational identities can connect countries of origin, countries of destination and migrants and can be beneficial for all. During this workshop various measures have been identified which can be implemented by both home and host societies to make transnationalism a tangible reality.

The workshop has shown that there are many advantages to a comprehensive approach to integration. Holistic strategies can address the concerns of different groups, contributing to greater social cohesion. At the same time, the special needs of

migrants, and different groups of migrants, need to be taken into consideration through nuanced policies that pay attention to factors such as age, gender, education, linguistic background, distinct migration patterns and the length of residence time in the country of destination.

Furthermore, to do justice to the multiple complexities of integration, partnerships between different stakeholders can help ensure that all areas are covered in the most efficient way. Partnerships also highlight the shared responsibility for integration between different parties to this process. Partnerships within government allow for greater policy coherence, while partnerships between governments communicate the interests and priorities of both home and host countries and enable better management of migration flows and integration processes. Partnerships that include the private sector are especially important in the economic dimension of integration. Trade unions, the media and international organizations have multiple roles to play in mediating between migrants and other stakeholders. Lastly, through its close contact with migrants, civil society is well suited to undertake grass-roots level integration initiatives and build bridges between migrants, the home and host societies and other relevant stakeholders.

There is no one model for integration policy. As the workshop has shown, different countries have developed different and creative solutions and strategies to the integration challenge. Given the wide range of perspectives and experiences that exist, there is much that countries and other stakeholders could learn from one other. Where relevant, these perspectives and experiences could be compiled and drawn upon for the formulation and implementation of tailored integration strategies. As societies are undergoing constant flux and transformation and migration patterns will continue to change, there is a need for an ongoing commitment on the part of all stakeholders to work together to develop and adjust integration strategies.

**PART II:
WORKSHOP AGENDA AND
BACKGROUND PAPER**



IOM International Organization for Migration

**INTERNATIONAL DIALOGUE ON MIGRATION
INTERSESSIONAL WORKSHOP ON**

**MIGRANTS AND THE HOST SOCIETY:
PARTNERSHIPS FOR SUCCESS**

July 12th - 13th 2006

FINAL AGENDA

"The challenge for policy makers is to enable a balance between the original cultural identities of migrants and a sense of belonging that is based on an acceptance of the core values and institutions of the new society."

(Essentials for Migration Management (EMM), Section 3.6, page 5)

12 July 2006 - DAY I

9:00-10:00 REGISTRATION

10:00-10:30 WELCOME REMARKS
Brunson McKinley, Director General,
International Organization for Migration

**IOM INTRODUCTION:
SETTING THE SCENE**

Ms. Michele Klein-Solomon, Director, Migration
Policy, Research and Communications, IOM

Framing the discussion of integration as open to a diversity of political, legal, and technical approaches, not one universal "best" model; new and traditional patterns of migration: permanent migration remains relevant but with trends increasing towards more temporary, circular and multidirectional migration; the changing nature of integration

10:30-13:00

**PANEL 1: WHAT IS MEANT BY
INTEGRATION IN TODAY'S WORLD?**

Chair: Paul de Guchteneire, Chief International
Migration Section, UNESCO

DEFINING AND GAUGING INTEGRATION

Bernardo Sousa, Chief of the Cabinet of the
High Commissioner for Immigration and Ethnic
Minorities, Presidency of Council of Ministers,
Portugal

*Integration is a multifaceted concept encompassing
social, economic, cultural, and political dimensions;
what adaptations to integration approaches are
necessary given changes in migration trends (including
more temporary and circular migration)?*

**TRADITIONAL COUNTRIES OF
SETTLEMENT**

Rose Kattackal, Director General, Integration
Branch, Citizenship and Immigration, Canada

*Effects of migration on host countries and society:
economic development, social capital, social adaptation,
security and stability; what initiatives can be taken to
integrate migrants and maximize their contribution to
the host society; how have approaches to integration
changed over time?*

RECENT COUNTRIES OF DESTINATION

Noboru Yamaguchi, Senior Coordinator of
Foreign Nationals' Affairs Division, Ministry of
Foreign Affairs, Japan

*Experiences and approaches with migrant populations
as a relatively new phenomenon; increasingly diverse
migrant or foreign populations in societies, major
trends*

EXPERIENCE OF A MIGRANT

Victor Montejo, President of the Indigenous Commission, Congress of the Republic of Guatemala

Personal perspective on the meaning of integration in today's mobile world, including such issues as recognition by society, participation in the community, respect for the law and core host society values, and contribution to home country development

Discussant: Daniel Stauffacher, President of Swiss Operations, WISeKey SA

GENERAL DISCUSSION

13:00-15:00 **AFTERNOON BREAK**

15:00-15:30 **PRESENTATION BY THE ADMINISTRATION**
Introduction: William Barriga, Head, Facilitated Migration Division, IOM

Video: "Preparing for a New Life: Refugee & Migrant Training Programme of IOM ... in Action"

15:30-18:00 **PANEL 2: DIMENSIONS OF INTEGRATION AND STAKEHOLDERS, PART 1**
Chair: John Ejinaka, Director of Programmes, Office of the Special Assistant to the President on Migration and Humanitarian Affairs, Nigeria

POLITICAL AND LEGAL DIMENSIONS INCLUDING RIGHTS AND OBLIGATIONS

Country of Origin

Enrique A. Manalo, Ambassador and Permanent Representative of the Philippines to the United Nations and other International Organizations in Geneva, and **Manuel G. Imson**, Undersecretary, Department of Labour and Employment, Philippines

Country of Destination

Vyacheslav Postavnin, Deputy Director, Federal Migration Service, Russian Federation

Pre-departure orientation and counselling; consular support networks; addressing national concerns while respecting the rights of migrants both temporary and permanent; policies which might not target integration per se but have significant integration benefits; proactive integration policies and programmes; protection from abuse and exploitation; antidiscrimination measures; addressing irregular migration and regularization

ECONOMICS AND EMPLOYMENT

Private Sector

Emmanuelle Savoie, Senior Human Resource Manager, Procter & Gamble

Workers' Representative

Austin Muneku, Head of Social and Economic Policy Department, International Confederation of Free Trade Unions (ICFTU) - African Regional Organisation (AFRO)

Contribution of migrants to host society growth and development; integration through inclusion in the workplace environment; workplace inclusion to attract skilled workers; applying principle of non-discrimination within the private sector; non-

discriminatory employment opportunities, equitable pay and working conditions for the protection of both local and migrant workforce; the role that trade unions can play in the integration process

GENERAL DISCUSSION

END OF DAY ONE

13 July 2006 - DAY II

10:00 – 10:30 REPORT ON MIGRATION AND RELIGION CONFERENCE (December 2005)

Special presentation by **Nouzha Chekrouni**, Minister-Delegate in Charge of Moroccans Living Abroad, the Kingdom of Morocco and **Brunson McKinley**, IOM Director General

10:30 – 13:00 PANEL 3: DIMENSIONS OF INTEGRATION AND STAKEHOLDERS, PART 2
Chair: Jonathan Chaloff, Centre for International Political Studies (CeSPI)

LIVES ARE LOCAL

Andreas Germershausen, Deputy Commissioner of the Berlin Senate for Integration and Migration, Head of the Department for Integration Policies

Integration ultimately succeeds or fails on the local level: social tolerance and inclusion; developing shared values; open interaction and dialogue between local and migrant populations; migrants' effective participation in policies that affect them; the role of civil society in integration efforts

SOCIAL SERVICES AND SOCIAL POLICY

Seung-Ju Yang, Director General for Family Policy Bureau, Ministry of Gender Equality and Family, Korea

Alejandrina Mata, Vice-Minister of Education, Costa Rica, and **Vilma Contreras**, Coordinator of Education Program, IOM Costa Rica

Access to social services; mutual cultural education and awareness; language adaptation; importance of open and accurate information to facilitate mutual respect, understanding, and tolerance

CROSS-GENERATIONAL INTEGRATION

Charlotte Hamburger, Deputy Head of Division, Ministry of Refugee, Immigration and Integration Affairs, Denmark and Seconded Officer at the Intergovernmental Consultations on Asylum, Refugees and Migration Policies in Europe, North America and Australia (IGC) Secretariat, Geneva

Integration over time; young people with immigrant backgrounds: ensuring active participation in society, equality of opportunity (especially with respect to access to education and employment), social inclusion and social cohesion

GENERAL DISCUSSION

13:00 – 15:00 AFTERNOON BREAK

15:00 – 17:50 PANEL 4: PARTNERSHIP INITIATIVES
Chair: Ikram ul-Majeed Sehgal, Managing Director, Pathfinder Group, Pakistan

COOPERATION WITHIN AND BETWEEN GOVERNMENTS

Country of Destination

Daniel Boyer, Director, Settlement Policy Section, Department of Immigration and Multicultural Affairs, Australia

Country of Origin

Dackshina Martínez Paredes, Chief of Staff of the Vice-Minister for Migration Affairs, Ecuador

Whole of government approach to integration, including coordination between government agencies; integration as a whole-of-society concept; home and host country partnerships, including ways in which countries of origin can facilitate integration of their citizens overseas through bilateral agreements with countries of destination

ENGAGEMENT WITHIN SOCIETY

Jelena von Helldorff, Senior Policy Advisor, King Baudouin Foundation

Danny Pins, Director of Immigrant Integration, American Jewish Distribution Committee / Center for International Migration and Integration (CIMI)

Partnerships between civil society and governments; support of civil society to integration efforts

GENERAL DISCUSSION

17:50 – 18:00 WRAP-UP AND CLOSING REMARKS

END OF THE WORKSHOP

BACKGROUND PAPER

Globalization and increased human mobility have contributed to migratory flows. Increasingly, new notions of belonging and identity are evolving and migrants today are likely to interact with more than one community on a transnational basis. Integration is often viewed as a two-way process of adaptation by newcomers and host communities in multiple arenas. While there are several models used by governments, there is no single blueprint for managing integration.

Successful integration helps migrants become active members in the economic, social, cultural and political life of host states. This, in turn, is beneficial for their countries of origin, because migrants can then more easily mobilize their human and financial capital to support the development process.

1. Introduction

Migrants – permanent residents, temporary workers, students, professionals, family members – come from every corner of the world, with all sovereign states now either points of origin, transit or destination, and often all three at once. The integration of migrants is one of the greatest challenges faced by many governments and societies worldwide. Strategies aimed at ensuring that the interaction between migrants and host societies is positive and mutually beneficial need to be considered an essential part of a comprehensive migration policy. A discussion of integration approaches is needed now more than ever today in view of new migratory patterns and greater global mobility.

Recent security issues have brought a sharpened focus on what integration should be and to what extent current policies and practices have succeeded or failed. Governments, civil society, the private sector and other stakeholders are looking for different and better approaches to manage integration more effectively. As most migratory flows occur within regions, and many well-established flows occur between developing countries, integration is a challenge for the developing as well as developed world and not only for those states looking to integrate migrants permanently.

While the term is used and understood differently in different countries and contexts, “integration” can be defined as the process by which migrants become accepted into society, both as individuals and as groups. It generally refers to a two-way process of adaptation by migrants and receiving societies, while the particular requirements for acceptance by a host society vary from country to country. The responsibility for integration rests with many actors: migrants themselves, host governments, various public and private institutions and communities. Integration does not necessarily imply permanent settlement. It does, however, imply consideration of the rights and obligations of migrants and host societies, of access to different kinds of services and the labour market, and of identification and respect for a core set of values that bind migrants and host communities in a common purpose.

The relationship of migrants with the host society can be seen as taking place along a spectrum ranging from:

- very little interaction where migrants are essentially segregated or excluded or segregate themselves from the society in which they live and work;
- an expectation that migrants shed their cultural identity by assimilating into the mainstream culture;
- an encouragement to migrants to take on a new national identity;
- promotion of the retention and development of migrant cultures and languages in a multicultural context; to
- the development of transnational and dual or multiple identities where migrants live in, have a sense of belonging to, and participate effectively in two or more societies, including those of destination and origin countries.

A polarity of integration models is emerging today. The transnational model is gaining relevance as a consequence of globalization and the interconnectedness it brings while other societies are opting for more demanding adaptation to the dominant culture.

2. Integration Today

In the past, migratory trends were dominated by one-time, unidirectional movement resulting in permanent settlement in countries of destination. As a result, countries of destination traditionally focused on the integration of migrants with a view to putting them on the path to nationality. For this reason, some countries' considered (and continue to consider) integration only in these terms.

International migration today is increasingly temporary, circular and multi-directional, though permanent and long-term migration remains significant. As temporary and circular migration increase, countries that were once relatively unaffected by migration are seeing this phenomenon as a policy priority. These trends in direction and duration highlight the need for integration efforts to be flexible and responsive to the needs of each different situation, and in particular to address the specific place and role of temporary migrants in the host society. To focus solely on integration in terms of long term or permanent migration risks marginalizing an increasingly large segment of the population in many countries, with negative social and economic implications. Moreover, the particular situation of migrants in an irregular status cannot be ignored: at a minimum, their human rights must be respected and enforced. In the interests of social cohesion and stability, measures are needed to prevent their marginalization and to ensure that migrants respect the laws and core values of the host society.

The effectiveness of integration strategies depends to a large extent on the particular needs of individual migrants and those of the host country or community. While policies on integration have mainly developed in Western countries and in traditional

immigration countries, every country needs to find its own approach in view of its specific circumstances. The approach to integration taken in a particular context depends on how the host country and community views questions of national identity and cultural diversity, and much more. For example, whether migrants will have access to the labour market and/or to social services such as healthcare and other forms of public assistance depends on host country approaches to these questions for nationals, as well as for migrants. What makes for successful integration - one, the other, or some combination?

3. Mobility, Identity and Transnationalism

Transnationalism is becoming a more prevalent phenomenon as it is common today for people to belong to more than one society over the course of a life. It is possible to obtain an education, work, raise children, and retire in several different countries. At each stage, migrants establish roots, participate in community life, and leave a lasting imprint -- whether they intend to or not -- on the communities and persons with whom they have come in contact, and are themselves changed by the experience. Moreover, family and community members who have never left the country of origin are directly affected by the migration of family and community members based on the networks that are formed, in terms of skills transfer, remittances, investment, cultural exchange and more. Growing transnationalism suggests that the more traditional notions of integration may require a fresh look.

Notions of identity are necessarily evolving as individuals increasingly “belong” to more than one country and society. This changed sense of affiliation has direct implications for governmental policy in such areas as multiple nationality and voting rights for non-resident nationals. Some governments of countries of origin are moving in the direction of facilitating multiple affiliations for the benefits these bring to investment and job creation in the country of origin.

4. Strategies

The migration experience does not begin or end at the moment of crossing the border. Where migration is planned, efforts to integrate migrants into host societies can begin in countries of origin with pre-departure orientation and continue in countries of destination through the provision of consular assistance and social services, inclusion of migrants in the labour market, granting of nationality or other permanent status, information campaigns to sensitize host communities to migrants and their potential contributions, and encouraging greater participation of second- and third-generation migrants in the host community.

Where migration is temporary, a certain level of integration is nonetheless necessary to ensure that the temporary stay is as productive and beneficial as possible. Where migrants have chosen a host society but not been chosen by it (i.e. either entered without permission or overstayed a lawful entry), questions of integration nonetheless are important for social stability, security and national identity. While migrants in an irregular situation are integrated *de facto* in some cases, particularly if they are employed and speak the local language, some countries have adopted measures enabling certain groups of irregular migrants to regularize their status, in recognition of their contribution to the national economy, or, conversely, to prevent their further exploitation and marginalization, and promote their fuller integration.

The focus of integration strategies is rightly on migrants' experience in and interaction with the host society. Integration strategies aim to find ways in which migrants and host communities can appreciate and respect their social and cultural similarities as well as their differences. Successful integration can help ensure that migrants fulfil their societal responsibilities and are empowered to enjoy their rights. Integration is critical to social cohesion and stability, to maximizing migrants' economic and social contributions, and to improving the quality of life of migrants and host community members alike. By familiarizing migrants with legal requirements and administrative practices and instilling them with a sense of belonging and responsibility to the host community while respecting and valuing their own

culture, integration can positively affect migrants' desire to abide by host society rules and to be active contributors to society. All members of the community, including migrants, not only avoid the negative repercussions arising from migrants' isolation and marginalization, but positively benefit from strengthened communities.

5. Dimensions of Integration

Policy approaches to integration are often adopted based on the cause or category of movement, such as resulting from persecution or conflict in the case of refugees, lack of economic opportunity, or to unite with family. Migrants' skills, reasons for migrating, cultural values and traditions, place of origin, place of destination, length of stay, family status, and gender are among the factors to consider.

Integration involves a number of dimensions, including economic, social, cultural, political and legal. While much discussion of integration focuses on ensuring migrants' ability to be gainfully employed and contribute to the local economy, more than this is required if migrants are to be full participants in their host society. While some aspects of integration may only be relevant to settled migrants, such as certain political rights associated with nationality, other aspects, especially as they relate to migrants present in the territory on a temporary basis, require attention.

Economic

Migrants often choose to move in order to secure a better life for themselves and their families, and countries of destination often select migrants on the basis of their ability to contribute to economic growth. Policies in host countries, in partnership with the private sector, can help reduce employment gaps between nationals and non-nationals, and help improve migrants' ability to secure gainful employment. At the same time, consideration

is needed to conditions in countries of origin with a view toward co-development aimed, inter alia, at increased entrepreneurship and joint ventures.

The consequences of failed economic integration of migrants are all too evident. Persistent unemployment among many second and third generation migrants, increasing alienation, isolation and frustration, often fuelled by a combination of relative poverty, limited educational opportunities and the absence of supportive networks, can result in social tension and disturbances. These issues often affect the local population in poorer and more deprived communities and not just migrants, and therefore require comprehensive economic and social strategies, involving governments at all levels as well as a wide range of other stakeholders, such as employers, local communities and civil society organizations.

Social

Whether or not migrants embark on the path to integration can depend to a large degree on social policy advocating a proactive approach to migrants. The provision of social services, in partnership with other stakeholders particularly in civil society, can facilitate integration by giving migrants the information and resources necessary for their self-reliance and interaction in society. Social policies, particularly in education and health care, that promote acceptance of diversity help migrants and their families integrate and build healthier societies. Providing opportunities for migrants – both children and adults – to learn the local language is a critical first step. Migrants' resource centres may “give a face” to such initiatives, as is already the case in several countries.

Tolerance of diversity is crucial, and concerted efforts are required to create relationships between culturally distinct communities of migrants and nationals with a view to building social cohesion and harmony. Schools and the media have particularly important roles to play in promoting tolerance and mutual acceptance.

Cultural and religious

Migration can alter the cultural composition and economic landscape of whole regions, cities and communities in host countries, due to the increase in population or to the particular practices, skills sets and beliefs of individual migrants. Migrants and migration can bring vibrancy, increased productivity, cultural richness and diversity. But cultural and religious differences between migrants and the host society can also bring into focus competing values such as freedom of expression and freedom of religion and can result in intolerance, discrimination and xenophobia.

“Successfully integrated” migrants often are involved in community activities as well as religious organizations. An environment of cultural and religious tolerance is a prerequisite for such participation. In order to maintain social cohesion in the face of growing diversity, sensitization of younger generations to religious tolerance in schools and elsewhere, as well as fair and balanced portrayal of migration and religious diversity by the media, require particular attention. Moreover, migrants originating from societies where religion plays a key role may need specific support to integrate themselves in countries where socio-cultural diversity is more pronounced.

Legal

The legal dimensions of integration, including mutual rights and obligations on the part of migrants and their host societies, heavily influence all aspects of the integration process. All migrants -- regardless of legal status -- are human beings who possess human rights and freedoms set forth in international human rights law. National laws are adopted to ensure their effective implementation. The core guarantee is against discrimination: differential treatment between nationals may be allowed, but discrimination -- unfair, unjustifiable or arbitrary distinction -- is not.

Political

Proactive attention to migrant integration can lead to long term savings from the preventable costs of failed integration. In a number of countries, policies have or are being adopted to:

- combat xenophobia and discrimination on the grounds of race, ethnic or national origin and gender;
- ensure that employers abide by labour standards applicable to all workers;
- outline schools' obligations regarding migrant children; and
- prevent or reduce irregular entry or overstay, or, where irregular migrants are viewed as making a contribution to the host society, to regularize their status.

6. Stakeholders

Within governments, action is necessary at all levels -- national, regional, municipal and local. Yet integration requires not only a “whole of government approach” but a “whole of society” approach as the private sector, civil society, and other actors can offer valuable assistance and ideas to facilitate integration. The institutions where nationals and non-nationals mainly interact, such as schools, markets and banks, are often in the best position to assess and address the particular needs of the community and the migrants. Non-state actors therefore complement the efforts of governments owing to their grass roots presence to engage and assist migrants in their daily life.

Moreover, the experiences of individual migrants are a valuable source of information to aid understanding the challenges of integration and for developing effective strategies to address these challenges. They can help identify needs and barriers that policies or programmes might address, and highlight effective ways to engage particular categories of migrants.

7. Partnership Initiatives

Partnerships between and among stakeholders at the national and international levels are crucial for the development of effective integration policies and practices. Governments will have a central role in facilitating the development and implementation of many of these partnerships.

Partnerships can be initiated between various sectors of society and targeted to address specific challenges such as the rise of extremism or the perpetuation of stereotypes. Partnerships with the private sector can benefit from the direct interaction of employers with migrants in the workplace and access to specialized human resources. Partnerships with civil society can be a means to tap into their institutional knowledge of integration issues and programme design. The resources of the private sector and the experience of NGOs have often been effectively combined to accomplish mutual goals. Nationals abroad can provide direct knowledge of the challenges to be overcome and potential obstacles to success. Migrant associations can provide valuable channels of communication to diasporas.

Some integration strategies and their benefits, particularly in respect of temporary migrants, might be most effectively realized through international cooperation between States. Bilateral or multilateral agreements and regional consultative processes provide opportunities to realize mutual benefits.

8. Key questions for reflection and discussion

- What does it mean to be successfully integrated today?
- What level of integration is required for each category or type of migrant?
- What are the implications for the identity of a country or a society?

- What are the implications for government policies, for example, regarding language and access to social services, education, and health care?
- What should the core values of each society be and through what process or processes could they be better defined?

Should diversity and transnational identity be viewed as inherent values to be promoted, or simply as realities that cannot be ignored, and how can they be harnessed to benefit communities in both host and origin countries?

ANNEXES

ANNEX I: IOM AND MIGRANT INTEGRATION

Integration is key to effective and comprehensive migration management approaches. It intersects with a number of other major policy areas, including human rights protection and non-discrimination, employment policy, public security, social stability, public health, education, foreign affairs, citizenship and development. Policies and strategies to support the social, economic and cultural inclusion of migrants in their new environment in countries of destination and to educate receiving communities on the diverse contributions of newcomers can reinforce the positive effects of migration. Improved cooperation between countries of origin and destination can also play an important role in making integration work for all concerned.

General principles

The close link between migration and socio-economic and cultural development is explicitly recognized by the founding members of IOM. One of the purposes and functions of the Organization as described in its Constitution is *“to provide, at the request of and in agreement with the States concerned, migration services such as recruitment, selection, processing, language training, orientation activities, medical examination, placement, activities facilitating reception and integration, advisory services on migration questions, and other assistance as is in accord with the aims of the Organization.”*

Effective integration policies need to be set among the first priorities of a government's migration agenda, regardless of whether the anticipated stay is temporary or permanent. Integration is essential for all parties concerned to benefit from migration and migration's contribution to the security, stability and prosperity of societies. Effective integration policies will enable governments to ensure that migrants are able to function productively during their temporary or permanent stay and that the host community adapts to and supports their presence. Integration policies will be most effective where they are tailored to the relevant circumstances – for example, they should address the different integration needs of temporary migrants, on the one hand, and permanent migrants, on the other hand.

Successful integration is a two-way process that involves mutual adaptation of migrants and the host society, as well as equality of rights and obligations. It involves acceptance by the host society and adjustment by the migrant. It is not something that happens once in a static manner. Integration is a dynamic relationship between two communities.

It is common knowledge that there are several integration models already available and being used by governments. Some of them are less or more effective than others. Some of them are effective in one country but not in another. All depends on specific circumstance, specific needs of migrants and requirements of host countries. IOM draws from successful practices developed by governments and builds on them for the benefit of other governments who may be interested in ensuring social cohesion in communities with a diversity of peoples, cultures and beliefs.

IOM's activities and programmes

The Organization has provided reception and integration assistance and advice to both governments and migrants through a number of initiatives over the years. It uses appropriate means and occasions to stimulate awareness of the contributions migrants can and do make, the difficulties they often face, and the rights to which they are entitled both as human beings and migrants.

IOM also sees the need to help migrants understand their lawful obligations to the States granting them admission.

Present in more than 120 countries with over 400 offices, IOM can operate at various stages and levels in the migration process. Its neutrality and independence makes it an eligible neutral broker between newcomers and host communities. With a broad range of migration management services, IOM has the capacity to be flexible in the design and implementation of its integration programmes:

- IOM conducts research that provides overviews and analysis of international experiences in the field of migration legislation and practice, including integration. The collected information permits comparison of migratory flows, migration characteristics, and the treatment of migrants in selected regional and sub-regional migration environments.
- IOM's integration activities take place not only in countries of destination but also in countries of origin. Effectiveness of integration can be enhanced when the integration process begins in the country of origin, prior to emigration, and continues in the host country. With a view toward empowering migrants and enhancing their prospects for effective integration, IOM:
 - disseminates information in home and host countries on the rights and obligations of migrants,
 - offers pre-departure / cultural orientation courses to facilitate their adjustment to life in a new country,
 - provides advice and counselling related to services available to migrants in the host country,
 - carries out vocational training to enhance their skills,
 - organizes conferences to exchange information on integration policies
 - improves the migrant's image through the media,
 - organizes awareness raising and legal training for lawyers on discrimination practices,
 - provides integration projects for returning ethnic groups, and
 - improves health conditions of migrants.

In addition, the Organization also engages in awareness-raising activities targeting host communities, local authorities and onshore service providers, which are used to highlight the contributions newcomers bring and, in turn, to improve their perception and acceptance.

- IOM extends technical support to government officials and other practitioners working directly with migrants through training, advisory services and other capacity building initiatives. It also increasingly extends advisory services to governments, by sharing knowledge and experience on a range of applied integration models and works with them, the private sector, NGOs and migrant communities to establish workable institutional structures and practices.

Conclusion

IOM will continue to work with its Member States, its Observers, civil society, the private sector and other partners in the international community to help promote cohesive, inclusive and tolerant societies where the immigrant population can live in harmony with the local population.

ANNEX II: LIST OF PARTICIPANTS

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Ministro Consejero

COSTA RICA

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Ministerio de Educación Pública de la
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