

# **MIGRATION, HUMAN RIGHTS, AND INCLUSION: Assessing the Role of Civil Society in the OSCE Region**

**Conference**

**27 – 28 June 2022**

**OSCE/ODIHR Meeting Report**



**Warsaw, October 2022**

TABLE OF CONTENTS

BACKGROUND TO THE MEETING ..... 3

MEETING SUMMARY ..... 4

ANNEX 1: AGENDA ..... 17

ANNEX 2: LIST OF PARTICIPANTS ..... 21

ANNEX 3: SELECTED OSCE COMMITMENTS IN THE AREA OF THE PROTECTION OF THE HUMAN RIGHTS OF MIGRANTS AND MIGRANT INTEGRATION ..... 24

ANNEX 4: The Office for Democratic Institutions and Human Rights (OSCE/ODIHR) ..... 30

*This report should not be interpreted as comprising official OSCE recommendations based on a consensus decision, an opinion of the OSCE Office for Democratic Institutions and Human Rights or of any particular OSCE participating State. The content of this report reflects opinions expressed by participants in the event, which took place on 27-28 June 2022.*

## BACKGROUND TO THE MEETING

This conference was organized by the OSCE Office on Democratic Institutions and Human Rights (ODIHR) as part of its work to assist OSCE participating States to meet OSCE commitments on human rights, in particular the human rights of migrants and other persons crossing borders. ODIHR develops guidance and recommendations to help identify and promote good practices in the fields of migrant integration, human rights and tolerance and non-discrimination as part of efforts to strengthen implementation of OSCE commitments across the region (selected commitments relating to migration are included in Annex 3).

Civil society organizations (CSOs) have been at the forefront of responding to emergencies linked to rapid increases in migration and refugee flows and play an essential role in monitoring human rights violations at international borders, including trafficking in human beings. CSOs are facilitating social inclusion and long-term integration of migrants and refugees and try to shape narratives about migration towards a more balanced and constructive discourse. Other challenges in the focus of civil society include national migration management systems' responses to the COVID-19 pandemic that restricted human mobility and the increased intolerance towards migrants and refugees that has become more salient during the COVID-19 pandemic. CSOs stand up for the most vulnerable groups, such as migrant women, or when calling out hostility towards specific groups of migrants, such as certain religious groups or Roma refugees, who are frequently left without access to basic rights and services in many countries. At the same time, increasing criminalization of humanitarian assistance to migrants has made the work of many CSOs more challenging and even dangerous.

The main aim of the conference was to enhance dialogue between CSOs working on migration and refugee issues and ODIHR. The conference was an opportunity for:

- assessing the current situation from the perspective of civil society actors;
- identifying key opportunities and ways to address existing and future challenges related to migration and human rights in the OSCE area;
- sharing experiences, good practices, innovations and synergies in response to these and other challenges among CSOs and other human rights actors, including national human rights institutions, international organizations and governmental representatives from OSCE countries;
- discussing ways of improving cooperation and coordination between CSOs, ODIHR and the other stakeholders.

Based on these discussions, ODIHR prepared a brief report with key messages and recommendations identifying ways to facilitate collaboration on migration and integration issues, including responses to emergencies.<sup>1</sup>

This two-day conference brought together 58 participants (44 women and 14 men) from 16 OSCE participating States (Belgium, Czechia, France, Georgia, Greece, Hungary, Ireland, Italy,

---

<sup>1</sup> This short report is available here: <https://www.osce.org/odihr/528063>

Lithuania, Moldova, North Macedonia, Poland, Romania, Spain, Türkiye and USA), including experts and representatives from CSOs, national authorities, national human rights bodies, academia, media as well as international organizations and agencies (Annex 2 provides a full list of participants).

## MEETING SUMMARY

The conference comprised of a welcome address, opening plenary session, three parallel sessions (each with two sessions) and a closing plenary session.

In his welcome address, **Matteo Mecacci**, Director of OSCE ODIHR, expressed his respect and appreciation to all CSOs that work tirelessly, often in difficult circumstances, to improve the lives of the communities in which they live.

He explained that the topic of the conference was chosen because **the treatment of migrants and refugees has been at the top of policy agendas** for at least a decade and remains a subject of both debate and controversy across the OSCE region. States across the OSCE region struggle with an increased demand on their migration management systems and the response has often been mixed. There has been an impressive **show of solidarity in responding to the needs of people fleeing because of the Russian Federation's military attack in Ukraine**. In particular, the European Union (EU) has taken the unprecedented step of introducing temporary protection for those leaving Ukraine. National authorities have been flexible in helping people move across borders and within the EU and granting access to a range of rights, services and benefits. Yet, refugee movements of this scale come with enormous challenges, and a coordinated approach is needed to secure sustainable, longer-term support to ensure social inclusion of refugees, whether or not they eventually return home.

Mr. Mecacci emphasised **the need for respect without discrimination for the human rights of all migrants and refugees across the OSCE region** and beyond and pointed to the persistence of **intolerance and hate crimes against refugees, migrants and minority communities**, including Roma and Sinti. He stated that such prejudice and hatred are unacceptable, and referred to ODIHR's continuous work with national authorities, with civil society, and with affected communities to combat intolerance and hate crime across our region.

Mr. Mecacci mentioned **criminalisation of humanitarian assistance to migrants** in a number of participating States as one of the most worrying trends in migration management, which has made the work of many organisations more difficult and even dangerous. He expressed his respect for the civil society representatives' courage and tenacity in continuing their work in the face of these challenges.

He concluded with expressing his hope that the **cooperation of ODIHR, CSOs and other relevant stakeholders** will help uphold security in the OSCE region, which means also respecting the rights of refugees, protecting civil society and human rights defenders, improving the lives of migrants, and at the same time enriching our societies.

## 1. Opening roundtable debate

### Civil society at the forefront of emergency response to rapidly increased migration flows: Lessons learned

- **Agnieszka Kosowicz**, President of the Board, Polish Migration Forum/Grupa Granica, Poland
- **Buket Bahar Divrak**, Deputy General Coordinator, Association for Solidarity with Asylum Seekers and Migrants (SGDD-ASAM), Türkiye
- **András Kováts**, Director, Menedék, Hungarian Association for Migrants, Hungary

Moderator: **Kateryna Ryabiko**, ODIHR First Deputy Director

Rapporteur: **Alice Szczepanikova**, ODIHR Adviser on Migration and Freedom of Movement

The plenary session focused on the role of civil society in times of rapidly increased migration flows and lessons learnt from such experiences. Further steps towards more systemic thinking and longer-term perspectives were also discussed. The speakers pointed out that apart from various challenges, crises serve as **opportunities to learn and develop better responses to future emergencies**. These include discovering new assets and partners such as banks and professional associations, including bar associations, and sectoral organizations. Mutual expectations between state authorities and civil society actors are rethought and reshaped in emergencies when coordination and cooperation mechanisms among all stakeholders need to be improved quickly. The speakers also acknowledged the importance of capturing emergency experiences in reports so that lessons learnt could inform future crisis responses.

Where **partnerships based on good cooperation, coordination and mutual trust** existed before the Russian Federation's military attack in Ukraine on 24 February 2022 triggered mass arrival of refugees, these alliances allowed for quick and effective emergency responses. CSOs working on the ground often better recognize refugee populations' special characteristics and needs and thus can deliver more differentiated and efficient assistance. When CSOs form **networks** and support each other in times of increased demand for their work, these make them more resilient in times when scaling down is required. Moreover, transnational and regional networks can facilitate more comprehensive responses to emergencies. For example, in response to the crisis in Syria, a regional plan was established by international and non-governmental humanitarian and development partners to facilitate coordination in planning, advocacy, fundraising, and programming.<sup>2</sup>

However, where **dialogue and trust** are lacking, cooperation and coordination is less effective. As a result, people in need of assistance may fall through the cracks and fail to have their needs addressed. Coordination may need to be formalized, such as by concluding a memorandum of understanding with partners, especially when state institutions are involved. International non-governmental organizations and inter-governmental organizations can also play a role in coordination and information sharing between multiple state- and non-state

---

<sup>2</sup> The [3RP](#) is a strategic, coordination, planning, advocacy, fundraising, and programming platform for humanitarian and development partners to respond to the Syria crisis. It comprises one regional plan, with five standalone country chapters covering Türkiye, Lebanon, Jordan, Iraq, and Egypt.

stakeholders, especially when seen as reliable and trusted partners with knowledge of the local context. For example, in North Macedonia, the OSCE mission acted as a mediator between non-governmental organizations (NGOs) and government in times of emergency response to migration flows.

To proceed **towards more systemic thinking and longer-term perspectives**, a constructive and sustained dialogue between civil society actors and state authorities and mutual recognition of evolving roles is crucial. While NGOs are often more flexible and effective in providing emergency responses, when structural responses are established, CSOs' role may need to shift over time. However important the engagement of civil society is, the ultimate responsibility for responding to emergency migration flows and migrant integration lies with national authorities. To achieve a **constructive dialogue**, it is necessary for the authorities to acknowledge their own limitations and have the courage to ask questions and learn from mistakes. At the same time, CSOs need to avoid assuming the role of those, who always know best what needs to be done. Experience from different countries shows that effective cooperation between national and local authorities and civil society is often hard to achieve and sustain. Particularly challenging are the election campaign times when political competition contributes to securitization and politicization of migration and diverts attention from the pressing issues on the ground.

When fatigue starts to replace initial popular mobilization in response to an emergency, it is time to move towards more centralized and professional assistance. It should not be understated that **civil society professionals** working in the field of migration and refugee assistance also **need support, including targeted trainings and psychological help**. Their wellbeing is crucial for the system to function.

Finally, while generally scarce, funding can be temporarily plentiful in times of crisis and comes with reporting, due diligence and other requirements. However, during emergencies, funds need to be available quickly and respond to dynamically evolving needs. Donors and funding bodies could jointly consider **how to make their requirements simpler, more predictable, and therefore easier to comply with** when human resources in civil society organizations are stretched to the limit.

### **Key conclusions**

- If cooperation and coordination between civil society organizations and their partners functions well in non-crisis times, it can be quickly and effectively mobilized in times of crisis. When trust is absent, the crisis response will suffer and people in need of assistance will fall through the cracks.
- People in need of international protection have different needs based on gender, age, ethnicity, and other characteristics. If these are considered early enough, assistance will be more efficient. Civil society is well placed to recognize special needs and characteristics of beneficiaries. It can provide crucial feedback and data about various vulnerable groups that can inform policies and the flow of assistance and resources organized by national authorities and international organizations. Information sharing works best if trust is in place.

- When responding to emergencies linked to rapid increases in migration and refugee flows, each actor should reconsider their main roles and limitations, be prepared to learn from others as well as from their own mistakes.
- Civil society activists and volunteers need protection against criminalization for their human rights activities. When much of the emergency assistance rests on their shoulders, they also need continuous mental health support.
- National and local authorities should not assume that during emergency response, civil society can take care of everything nor that it can be completely replaced by state-run services. Complementarity and coordination are key ingredients for success.
- While generally scarce, funding can be temporarily plentiful in times of crisis and comes with reporting, due diligence and other requirements. However, during emergencies, funds need to be available quickly and respond to dynamically evolving needs. Donors and funding bodies could jointly consider how to make their requirements simpler, more predictable and therefore easier to comply with when human resources in civil society organizations are stretched to the limit. Funding can enable organizations to hire additional staff who can help with finance and reporting.

## 2. Parallel Sessions

### Protecting and monitoring the rights of migrants and refugees at borders and beyond: Experiences, strategies and challenges

#### 2.1 Advances in monitoring and reporting on human rights violations at borders and beyond: Advocacy strategies

- **Eva Tzavala**, Legal Advisor, National Commission for Human Rights, Greece
- **Kathryn Hampton**, Deputy Director of the Asylum Program, Physicians for Human Rights, USA
- **Kateryna Krakhmalova**, Advocacy Expert, Legal Intervention Association, Poland

Moderator: **Sofia Botzios**, ODIHR Migration and Freedom of Movement Adviser

Rapporteur: **Joanna Fomina**, ODIHR Migration Consultant

The panellists acknowledged that systematic and **reliable human rights monitoring is essential for effective advocacy**. Data collected by monitoring is used for diverse advocacy activities, including strategic litigation. Systematic monitoring according to reliable methodology grants more legitimacy, accountability and transparency to civil society organizations' and other human rights defenders' claims and advocacy messages. **Transnational networks** of monitoring organizations can generate powerful, comparable cross-national data and increase legitimacy and accuracy of reports of human rights violations occurring at international borders. Human rights monitoring also has an important **preventive function**. Experience shows that where monitors have unrestricted access to the territory or places of detention, there are **fewer human rights violations**.

**National human rights institutions** not only act as monitors themselves but can also help build bridges between civil society organizations carrying out monitoring and the state. International organizations, being a source of international norms and standards, can also play a role of a mediator between CSOs and the state by providing a neutral ground for discussions and negotiations.

Moreover, **new technologies** can be useful in **data collection** and facilitate secure contacts between people on the move and human rights activists. However, it is necessary to realize the limitations of relying on technology and the risks it poses to the rights of asylum seekers, refugees and migrants. These include falsely negative results of fingerprints and face recognition technologies, rejection of asylum applications based on data collected through lie detectors, or breaches of data privacy and misuse of sensitive information to name just a few.

Finally, while emergencies may speed up development of new solutions and mechanism, they may also be exploited **to introduce emergency legislation that severely limit monitoring**, for example, by turning vast territories into a zone with restricted access, or by criminalizing assistance to migrants and refugees.

### **Key conclusions**

- Systematic and reliable human rights monitoring is essential for effective advocacy. Networks of monitoring organizations, particularly transnational ones, can be powerful in providing comparable cross-national data and ensure the legitimacy and accuracy of reports of human rights violations occurring at international borders.
- National human rights institutions not only act as monitors themselves, but can also help build bridges between civil society organizations that carry out monitoring and the state.
- Human rights monitoring has an important preventive function. Experience shows that where monitors have unrestricted access to a territory, there are fewer human rights violations.
- International organizations and national human rights institutions can act as mediators between state and non-state actors and can create neutral spaces for working out goals and solutions. They are also promoters of international standards that should frame the work of state authorities as well as civil society organizations. This applies in times of crisis and beyond.

### **2.2 Trafficking in human beings: Supporting authorities and civil society in identifying risks at borders**

- **Shandra Woworuntu**, Chair of the OSCE/ODIHR International Survivors of Trafficking Advisory Board (ISTAC) and Executive Director, Mentari Human Trafficking Survivor Empowerment Programme, USA
- **Zita Cabais**, Founder and President of l'Association Sangunian Filipino (ASF) and Member of ISTAC, France
- **Mariaam Bhatti**, Member of ISTAC and of Expert Group on Migration, Asylum and Integration at European Commission, Ireland



Moderator: **Tatiana Kotlyarenko**, ODIHR Adviser on Anti-Human Trafficking Issues

Rapporteur: **Mafalda Matias**, ODIHR Intern, Human Rights Department

This session focused on trafficking in human beings, including the push factors, vulnerabilities that can be exploited by traffickers, the challenges to identifying risks at borders and the solutions that can facilitate the process of moving from a victim to a survivor of human trafficking. The panellists shared their experiences as not only human rights activists working on human trafficking prevention and victim assistance, but also as survivors of human trafficking.

The **factors that make people flee their country** include search for safety in the situation of war and political instability, persecution for political reasons, escaping racism, discrimination or abusive family situations and violent relationships. These factors make people take desperate steps to escape to safety. The **vulnerabilities of such people are often exploited** for human trafficking, including for forced labour or sexual exploitation. Women and girls are more likely to become victims of human trafficking than men.

Persons who experienced human trafficking, hate crimes or discrimination **need assistance to move from being a victim to becoming a survivor**. For this process to be successful, constant dialogue between survivors, employers, civil society, and state institutions is needed. Engaging **mentors with similar experiences** can also facilitate this process and ease access to assistance and services needed by communities in vulnerable situations. Since states often do not have enough incentive or experience to ensure proper responses to trafficking, the role of civil society is particularly important. CSOs work in war and crisis zones, engage in drafting laws, provide assistance to victims, ensure access to education, employment, housing, family reunification, monitor the situation of human rights violations and put pressure on States to respect international norms and standards of preventing and combating trafficking in human beings.

It is necessary to **address the gap between providing emergency temporary responses and ensuring long-term solutions**, e.g. moving from the emergency housing to permanent independent housing. Hence, states should adopt a holistic, comprehensive, trauma-informed and victim- and survivor-centred approach. A major challenge in combating trafficking in human beings and assisting victims is the lack of **training and funding opportunities for identifying and empowering victims**. Relevant staff of various institutions and agencies need to be equipped with skills to overcome stigmatizing language and cultural barriers in order to reach people and avoid re-victimization.

**Social media** may be an important source for awareness raising on prevention of human trafficking and assistance to victims, particularly among younger people. However, social media may also be a source of information for traffickers, who can adjust their strategies knowing the characteristics, interests and needs of potential victims. Hence, **raising awareness about the dangers of exposing oneself on social media** is also crucial.

Finally, **OSCE ODIHR's National Referral Mechanism Handbook**<sup>3</sup> was highlighted as a source of guidelines on specific issues of preventing and combatting trafficking in human beings, including health care and separated or unaccompanied children.

### **Key conclusions**

- Emergency responses as well as long-term integration strategies are more effective and less contested when host communities are well informed and can participate in shaping and implementing them.
- State authorities and civil society organizations should provide opportunities for local organizations, including migrant and refugee organizations, to engage in assistance, mediation, advocacy and service provision during and beyond emergencies.
- People who have experienced human trafficking, hate crimes or discrimination need help transitioning from being victims to survivors. Engaging mentors with similar experiences can facilitate this process and ease access to the assistance and services needed by communities in vulnerable situations.

### **3. Parallel sessions**

#### **Addressing racism, xenophobia and hate crime against migrants and refugees, including Roma and Sinti**

##### **3.1 Securing an inclusive and non-discriminatory response to people on the move**

- **Udo C. Enwereuzor**, Senior Policy Adviser/Analyst on Migration Minorities & Rights of Citizenship, Cooperation for the Development of Emerging Countries (COSPE), Italy
- **Garyfallia Anastasopoulou**, Coordinator, Racist Violence Recording Network (RVRN), Greece
- **Marine Kapanadze**, Director of Civil and Political Rights Program, Georgian Democracy Initiative, Georgia

Moderator: **Tatjana Perić**, ODIHR Adviser on Combating Racism and Xenophobia

Rapporteur: **Sabrina Saoudi**, ODIHR Adviser on Combating Intolerance against Muslims

The issues discussed during this panel included manifestations of intolerance and discrimination against migrants and refugees and the role of civil society and other groups including religious communities and youth in counteracting them.

The speakers pointed to a **strong link** between **political and institutional inflammatory rhetoric** and **hate incidents against migrants, refugees and minority communities** in each of the speakers' countries: Italy, Greece and Georgia. While there is evidence that for many years, the main perpetrators of hate crimes were organized criminal groups, such as Golden Dawn in Greece, the last few years have seen an increase of violent hate crimes committed by

---

<sup>3</sup> National Referral Mechanisms - Joining Efforts to Protect the Rights of Trafficked Persons: A Practical Handbook – Second Edition is available here: <https://www.osce.org/odihr/510551>.

individuals and by the police. Impunity for hate crime perpetrators has been a critical issue in many participating States. Another important problem is the lack of adequate protection and assistance to human rights defenders, who themselves often fall victims to hate crimes and hate speech.

Effective counteracting of hate crimes and providing assistance to hate crime victims requires an **intersectional and victim-centered approach**, which is being increasingly incorporated into civil society actors' objectives and strategies. **Monitoring of hate crimes** has been crucial in the work of CSOs because monitoring results and expertise on hate crimes make civil society credible and reliable interlocutors vis-à-vis national governments. **Transnational networks** have proven to be useful for hate crimes monitoring as well as raising awareness on the need for victim support. International organizations and the European Court on Human Rights have an important function in promoting international standards and practices, denouncing and preventing such crimes.

**Young people could play a stronger role** in opening a dialogue with law enforcement and the judiciary system on ways of protecting communities and initiating change. There has been a notable generational change in reactions of hate crime victims to violent attacks, with young people being much more vocal in comparison to first generation migrants. Young people are more willing to challenge the *status quo* and demand answers from state institutions on security, compensations, and medical support for the victims of hate crimes.

Finally, **religious leaders** are also important in supporting the fight against intolerance and discrimination. Yet, depending on the national context, religious leaders may also extend silent support or even incite violent incidents against migrants and refugees, a practice that should be counteracted by civil society and state institutions.

### **3.2 Crises-related measures to address racism, hostility and intolerance against Roma and Sinti**

- **Bernadett Varga**, Expert on Public Health and Migration, Belgium
- **Bernard Rorke**, Advocacy & Policy Manager, European Roma Rights Centre, Belgium
- **Zola Zemfira Kondur**, Project Coordinator, Council of Europe Office in Ukraine

Moderator: **Cristi Mihalache**, ODIHR Senior Adviser on Roma and Sinti Issues

Rapporteur: **Natalia Duminica**, ODIHR Associate Programme Officer on Roma and Sinti Issues

The speakers focused on the situation of Roma and Sinti communities with a particular attention to the situation of Ukrainian Roma refugees and raised a number of issues including persistent discrimination and prejudice, police brutality and limited access to health care. They also discussed the role of civil society actors in improving the situation of Roma and Sinti communities and the need for dialogue between Roma and other CSOs.

Around 100,000 Roma people left Ukraine since the beginning of the military attack of the Russian Federation in Ukraine on 24 February 2022. Lack of identification documents remains a pressing issue that prevents Roma from fleeing to safe countries. However, Ukrainian Roma refugees arriving in European states face stereotyping, prejudice, and discrimination. The

categorisation of “worthy” and “unworthy” refugee leads to further exclusion and marginalisation of Roma and Sinti communities. In many countries, Roma refugees face segregation in housing, limited access to humanitarian aid and refugee-related services, and limited access to education for Roma children. In order to properly monitor and address the needs of Roma refugees as well as internally displaced Roma, the ROMACTED methodology developed under the Joint Programme between the European Union (DG NEAR) and the Council of Europe on **promoting good governance and Roma empowerment at local level** can be of use.<sup>4</sup>

**Access to health care** is area where Roma and Sinti communities face particular difficulties. Research shows that 20% of interviewed Roma and Sinti gave up on seeking medical assistance because of discrimination experiences, and 15% were denied medical care. This became even more pressing during the Covid-19 pandemic, when many representatives of Roma and Sinti communities faced discriminatory treatment. COVID19-related studies show that marginalised communities, including Roma, were/are at a higher risk of COVID infection due to poor access to water, exposure to discriminatory experiences, poor access to health information, and overcrowded households. Although national legislations often including soft laws on improving access of Roma to healthcare services, these provisions are not always implemented. The solutions include educating Roma and Sinti to become healthcare professionals; engaging more Roma health mediators, further research on barriers to access healthcare; and ensuring public funds for Roma-related healthcare programmes.

**Racism does not take a break at wartime.** It is the responsibility of the participating States to ensure equal treatment of Sinti and Roma communities, including Roma refugees. Police brutality is one of the issues that strongly affects Roma and Sinti communities. National and supranational institutions have failed to react to instances of police violence and other forms of discrimination that target Roma communities. Even when cases of police aggression are brought to the European Court of Human rights, the process is lengthy and troublesome and when a verdict is issued, states may still refuse to implement changes that are needed. Speakers recommended establishment of truly independent bodies to investigate instances of police brutality, to ensure adequate penalties and tackle impunity.

**Roma mediators and civil society organizations play a key role** in addressing the needs of internally displaced Roma and refugees. States and other stakeholders should support them. It is also important to develop bridges between Roma organizations and other CSOs. **Trust building is key**, as many Roma organizations have had mixed experiences when working with other CSOs and vice-versa. CSOs should also review their activities to make sure that they themselves are not creating hostile environment for Roma and/or other groups and acknowledge the diversity of communities they assist. Roma mediators and experts can help other CSOs to effectively communicate with Roma refugees and adjust their services. It is also necessary to train Roma mediators to document cases of war crimes and other human rights

---

<sup>4</sup> For more information, see the ROMACTED website: <https://pjp-eu.coe.int/en/web/roma-local-governance/about-the-project>

violations. Experience from Ukraine and elsewhere shows that engagement of Roma experts and CSOs helps build trust and confidence between state authorities and Roma refugees.

### **Key conclusions**

- Racism does not take a break during a pandemic or at wartime. To the contrary, its targets become more vulnerable and the perpetrators more emboldened in times of crisis. Independent bodies are needed to investigate instances of police brutality and other human rights violations, ensure penalties and prevent violence occurring with impunity.
- The rights of internally displaced people and Roma refugees, including those who are stateless, should be respected and secured without discrimination.
- All actors including civil society organizations must take measures to prevent discriminatory treatment of some groups of refugees based on their ethnicity or religion. All actors should carefully examine whether, even if inadvertently, they perpetuate a hostile environment for discriminated groups.

## **4. Parallel sessions**

### **Migrant integration and inclusive communities**

#### **4.1. Shaping discourse around migration and the importance of public dialogue on migration**

- **Jasmijn Slotjes**, Senior Policy Analyst, Migration Policy Institute, Europe Office, Belgium
- **Anna Alboth**, Co-ordinator of the "Media, Minorities and Migration" Project, Minority Rights Group International, United Kingdom

Moderator: **Elena Cherniavska**, Senior Adviser, the Office of the OSCE Representative on Freedom of the Media

Rapporteur: **Sofia Botzios**, ODIHR Migration and Freedom of Movement Adviser

This session focused on the role of civil society in shaping balanced discourses on migration and on counteracting misinformation and hatred incited through social media and by political rhetoric. The speakers agreed that the way migration processes are discussed in the public domain affects policy outcomes as well as public perceptions of migrants. They also acknowledged the fundamental role of the media and CSOs in shaping migration debates.

How stakeholders frame different groups of migrants, migration flows or policy responses can have a considerable and sometimes unintentional effect. For example, the reliance on narrative frames such as the 'victim' frame, the 'compassion' frame and the 'deserving' frame risk creating power inequalities between the migrants and those who shape their public image. Instead, it is better to frame public debates about migrants and migration **by focusing on the needs of the society or community as a whole** rather than by singling out migrants or refugees as a special group. Experience shows that **linking welcoming attitudes towards**

**migrants and refugees to positive national values** is more effective than focusing on human rights of migrants.

While parts of society may have strong positive or negative attitudes towards migrants, and the media reflect this division, **the majority occupies the middle ground**. To have any impact, it is necessary to penetrate opinion ‘bubbles’ and **provide alternative messages about the benefits of inclusive societies**. It is no less important to acknowledge people’s grievances related to migration, without necessarily upholding them. The root cause of these grievances that underpins negative attitudes towards migrants is the feeling of unfair treatment. Therefore, the media focus should be on fairness and inclusivity.

CSOs could help **build bridges between journalists, migrant communities and local communities** affected by migration flows. Such was, for example, the experience of Polish NGOs assisting migrants and refugees at the Polish-Belarusian border through 2021 and 2022. They helped journalists to talk to people crossing the border and to inform local communities about the situation at the border.

CSOs can also play a role in **promoting ethical journalism standards and principles** and building journalists’ capacity and skills in writing about migration. For example, study visits to counties of origin help journalists gain a wider picture of migration processes and factors that shape them. Facilitating feedback from migrants on their reporting has also proven to inspire useful self-reflection. Moreover, local governments, in cooperation with CSOs, should provide accurate and timely information to the media and help build their capacity to report on migration, including by inviting journalists for field visits.

#### **4.2 Working with national and local authorities in supporting migrant and refugee integration**

- **Myroslava Keryk**, President of the Board, Our Choice Foundation, Poland
- **Daniela Montes Arenas**, North Office Coordinator, the Municipal Office of Information, Guidance and Support for the Social Integration of the Immigrant Population in Madrid, Spain
- **Ivana D’Alessandro**, Head of the Intercultural Cities Unit and Secretary to the Committee of Experts on the Intercultural Integration of Migrants (ADI-INT), Council of Europe

Discussant: **Tatiana Ciumas**, Head of Integration and Accommodation Unit, Bureau of Migration and Asylum under the Ministry of Interior, Moldova

Moderator: **Alice Szczepanikova**, ODIHR Migration and Freedom of Movement Adviser

Rapporteur: **Joanna Fomina**, ODIHR Consultant on Migration

The panellists pointed out that somewhat paradoxically, the experience of the COVID-19 pandemic, including transition to online service provision, helped civil society and local authorities to work out **new solutions and mechanisms** that proved instrumental when tackling the next crisis. For example, responding to the educational needs of Ukrainian refugee children has been facilitated by the fact that they already had an experience with online

schooling thanks to previous measures taken due to the COVID-19 pandemic. Therefore, many could continue with their online education even after they had to leave their homes. More flexible administrative solutions to residence permit renewals developed during the pandemic helped create the capacity for speedy legislative response to the arrival of high number of Ukrainian refugees. The pandemic experience also prompted CSOs to find creative ways of reaching out the communities they assist rather than expecting them to come their way.

**Coordination and complementarity** between state and non-state actors are key for success. Civil society organizations are often more effective in designing and executing immediate responses to emergency migration flows. However, national and local authorities should engage as soon as possible, neither assuming that the CSOs can take care of everything, nor trying to replace them.

Migrant integration is a long-term process that requires cross-sectional policy responses and partnerships between state and local authorities and civil society actors. Comprehensive policy frameworks, established modes of coordination and information exchange and long-term partnerships help **ensure predictability and continuity** of policy responses and make the system more resilient in times of emergencies. Such predictability and continuity can be compromised due to politicization of migrant integration and political competition between national and local authorities. International organizations have a role to play in ensuring continuity and predictability by providing neutral spaces for discussions and helping to build capacity, learn from existing good practices and to work out shared goals and action plans.

### **Key conclusions**

- Even when it is not clear how many people on the move will want to settle in a host country and to what extent states should invest in long-term integration, welcoming and inclusive policies put in place by national authorities from the very beginning can go a long way to prevent social exclusion and to avoid future high costs of integration.
- Moving from emergency responses to medium- and long-term policies can be challenging. All stakeholders need to realize that integration is a long-term process that requires planning and a strategy with a clear definition of short-, medium- and long-term goals.
- A participatory approach to planning and implementing integration strategies, engaging various state and civil society actors as well as beneficiaries as partners rather than tokens, is demanding but pays off in the long run.
- Migrants and refugees can find themselves particularly vulnerable due to their gender, age, ethnicity, or disability. But such characteristics should not make them vulnerable by definition. Welcoming and integration policies need to be set up in a way to limit or eliminate those periods of vulnerability.

## **5. Closing Plenary Debate**

### **From emergency assistance to long-term integration: Future challenges and needs**

- **Zuzana Pavelková**, Lawyer, Organization for Aid to Refugees (OPU), Czechia
- **Maciej Grzeškowiak**, Chief Coordinator for Scientific Co-operation, Human Rights Commissioner Office, Poland
- **Janina Owczarek**, Labour Mobility and Human Development Program Coordinator, IOM, Poland

Moderator: **Konstantine Vardzelashvili**, Head of Democratization Department, ODIHR

Rapporteur: **Alice Szczepanikova**, ODIHR Migration and Freedom of Movement Adviser

**Moving from emergency responses to long-term integration and inclusion** is a complex task with many challenges and risks. In this closing plenary, the speakers discussed the risk of homelessness, when refugees lose the right to housing support but do not yet have access to long-term and sustainable housing options. This problem is particularly acute for discriminated minority groups within the refugee population, e.g. Roma and Sinti refugees. There is also a risk of perpetuated mental health problems resulting from insufficient access to psychological assistance and unaddressed traumatic experiences. Untreated health issues may affect the ability of refugees to integrate into the new society and access services and opportunities. Medium and long-term integration policies are necessary to avoid being stuck in the emergency mode beyond what is necessary. Between the emergency and reception phase and the long-term integration phase, there is space for **welcoming policies** that facilitate the transition between the two and prevent increasing costs of future integration by neglecting basic needs of refugees or excluding certain groups.

It is necessary to recognize **the specific characteristics and diversity of the population**, including the differences between earlier and later arrivals. Refugees who arrive later are often more traumatized and in greater need of assistance than earlier arrivals but they arrive at the time when the initial welcoming response may start being exhausted or fading away. Not only do policy responses need to be adjusted to the particular needs of the refugee population, but they should also **reflect the fluidity of the situation and provide space for adjustment and change**.

The **relations between state authorities and civil society organizations**, including modes of cooperation and information exchange, mutual trust, predictability and funding opportunities greatly impact the success of the transition from emergency responses to long-term integration strategies. Where dialogue is lacking and the relations are conflictual rather than complementary, the success of migrant and refugee integration processes is at risk.



## ANNEX 1: AGENDA

27 June 2022	
<b>Opening and registration</b>	<b>14:00-14:15</b>
<p><b>Welcoming remarks</b></p> <p><b>Matteo Mecacci</b>, Director of OSCE ODIHR</p>	<b>14:15-14:30</b>
<p><b>1. Opening roundtable debate</b>  <b>Civil society at the forefront of emergency response to rapidly increased migration flows: Lessons learned</b></p> <ul style="list-style-type: none"> <li>• <b>Agnieszka Kosowicz</b>, President of the Board, Polish Migration Forum/Grupa Granica, Poland</li> <li>• <b>Buket Bahar Divrak</b>, Deputy General Coordinator, Association for Solidarity with Asylum Seekers and Migrants (SGDD-ASAM), Türkiye</li> <li>• <b>András Kováts</b>, Director, Menedék, Hungarian Association for Migrants, Hungary</li> </ul> <p>Moderator: <b>Kateryna Ryabiko</b>, ODIHR First Deputy Director</p> <p>Rapporteur: <b>Alice Szczepanikova</b>, ODIHR Adviser on Migration and Freedom of Movement</p>	<b>14:30-15:45</b>
<b>Coffee Break</b>	<b>15:45-16:00</b>
<p><b>2. Parallel Sessions</b>  <b>Protecting and monitoring the rights of migrants and refugees at borders and beyond: Experiences, strategies and challenges</b></p> <p><b>2.1 Advances in monitoring and reporting on human rights violations at borders and beyond: Advocacy strategies</b></p> <ul style="list-style-type: none"> <li>• <b>Eva Tzavala</b>, Legal Advisor, National Commission for Human Rights, Greece</li> <li>• <b>Kathryn Hampton</b>, Deputy Director of the Asylum Program, Physicians for Human Rights, USA</li> <li>• <b>Kateryna Krakhmalova</b>, Advocacy Expert, Legal Intervention Association, Poland</li> </ul> <p>Moderator: <b>Sofia Botzios</b>, ODIHR Migration and Freedom of Movement Adviser</p> <p>Rapporteur: <b>Joanna Fomina</b>, ODIHR Migration Consultant</p> <p><b>2.2 Trafficking in human beings: Supporting authorities and civil society in identifying risks at borders</b></p>	<b>16:00-17:30</b>

<ul style="list-style-type: none"> <li>• <b>Shandra Woworuntu</b>, Chair of the OSCE/ODIHR International Survivors of Trafficking Advisory Board (ISTAC) and Executive Director, Mentari Human Trafficking Survivor Empowerment Programme, USA</li> <li>• <b>Zita Cabais</b>, Founder and President of l'Association Sangunian Filipino (ASF) and Member of ISTAC, France</li> <li>• <b>Mariaam Bhatti</b>, Member of ISTAC and of Expert Group on Migration, Asylum and Integration at European Commission, Ireland</li> </ul> <p>Moderator: <b>Tatiana Kotlyarenko</b>, ODIHR Adviser on Anti-Human Trafficking Issues</p> <p>Rapporteur: <b>Mafalda Matias</b>, ODIHR Intern, Human Rights Department</p>	
<b>Networking reception</b>	<b>18:00</b>
<b>28 June 2022</b>	
<p><b>3. Parallel sessions</b></p> <p><b>Addressing racism, xenophobia and hate crime against migrants and refugees, including Roma and Sinti</b></p> <p><b>3.1 Securing an inclusive and non-discriminatory response to people on the move</b></p> <ul style="list-style-type: none"> <li>• <b>Udo C. Enwereuzor</b>, Senior Policy Adviser/Analyst on Migration Minorities &amp; Rights of Citizenship, Cooperation for the Development of Emerging Countries (COSPE), Italy</li> <li>• <b>Garyfallia Anastasopoulou</b>, Coordinator, Racist Violence Recording Network (RVRN), Greece</li> <li>• <b>Marine Kapanadze</b>, Director of Civil and Political Rights Program, Georgian Democracy Initiative, Georgia</li> </ul> <p>Moderator: <b>Tatjana Perić</b>, ODIHR Adviser on Combating Racism and Xenophobia</p> <p>Rapporteur: <b>Sabrina Saoudi</b>, ODIHR Adviser on Combating Intolerance against Muslims</p> <p><b>3.2 Crises-related measures to address racism, hostility and intolerance against Roma and Sinti</b></p> <ul style="list-style-type: none"> <li>• <b>Bernadett Varga</b>, Expert on Public Health and Migration, Belgium</li> <li>• <b>Bernard Rorke</b>, Advocacy &amp; Policy Manager, European Roma Rights Centre, Belgium</li> <li>• <b>Zola Zemfira Kondur</b>, Project Coordinator, Council of Europe Office in Ukraine</li> </ul> <p>Moderator: <b>Cristi Mihalache</b>, ODIHR Senior Adviser on Roma and Sinti Issues</p>	<b>09:30-11:00</b>

Rapporteur: <b>Natalia Duminica</b> , ODIHR Associate Programme Officer on Roma and Sinti Issues	
<b>Coffee Break</b>	<b>11:00-11:15</b>
<p><b>4. Parallel sessions</b></p> <p><b>Migrant integration and inclusive communities</b></p> <p><b>4.1 Shaping discourse around migration and the importance of public dialogue on migration</b></p> <ul style="list-style-type: none"> <li>• <b>Jasmijn Slootjes</b>, Senior Policy Analyst, Migration Policy Institute, Europe Office, Belgium</li> <li>• <b>Anna Alboth</b>, Co-ordinator of the "Media, Minorities and Migration" Project, Minority Rights Group International, United Kingdom</li> </ul> <p>Moderator: <b>Elena Cherniavska</b>, Senior Adviser, the Office of the OSCE Representative on Freedom of the</p> <p>Rapporteur: <b>Sofia Botzios</b>, ODIHR Migration and Freedom of Movement Adviser</p> <p><b>4.2. Working with national and local authorities in supporting migrant and refugee integration</b></p> <ul style="list-style-type: none"> <li>• <b>Myroslava Keryk</b>, President of the Board, Our Choice Foundation, Poland</li> <li>• <b>Daniela Montes Arenas</b>, North Office Coordinator, the Municipal Office of Information, Guidance and Support for the Social Integration of the Immigrant Population in Madrid, Spain</li> <li>• <b>Ivana D'Alessandro</b>, Head of the Intercultural Cities Unit and Secretary to the Committee of Experts on the Intercultural Integration of Migrants (ADI-INT), Council of Europe</li> </ul> <p>Discussant: <b>Tatiana Ciomas</b>, Head of Integration and Accommodation Unit, Bureau of Migration and Asylum under the Ministry of Interior, Moldova</p> <p>Moderator: <b>Alice Szczepanikova</b>, ODIHR Migration and Freedom of Movement Adviser</p> <p>Rapporteur: <b>Joanna Fomina</b>, ODIHR Consultant on Migration</p>	<b>11:15-12:45</b>
<b>Lunch</b>	<b>12:45-13:45</b>
<p><b>5. Closing plenary debate</b></p> <p><b>From emergency assistance to long-term integration: Future challenges and needs</b></p>	<b>13:45-15:00</b>

- **Zuzana Pavelková**, Lawyer, Organization for Aid to Refugees (OPU), Czechia
- **Maciej Grześkowiak**, Chief Coordinator for Scientific Co-operation, Human Rights Commissioner Office, Poland
- **Janina Owczarek**, Labour Mobility and Human Development Program Coordinator, IOM, Poland

Brief presentations by rapporteurs of highlights from the parallel sessions

Moderator: **Konstantine Vardzelashvili**, Head of Democratization Department, ODIHR

Rapporteur: **Alice Szczepanikova**, ODIHR Migration and Freedom of Movement Adviser

## ANNEX 2: LIST OF PARTICIPANTS

<b>OSCE participating States</b>	
<b>Belgium</b>	
<b>Bernadett Varga</b>	Expert on public health and migration
<b>Croatia</b>	
<b>Luka Kos</b>	Centre for Peace Studies
<b>Czechia</b>	
<b>Zuzana Pavelková</b>	Organization for Aid to Refugees (OPU)
<b>France</b>	
<b>Zita Cabais</b>	L'Association Sangunian Filipino (ASF) and Member of the OSCE/ODIHR International Survivors of Trafficking Advisory Board (ISTAC)
<b>Paya Ndiaye</b>	Rethinking Normal
<b>Georgia</b>	
<b>Marine Kapanadze</b>	Georgian Democracy Initiative
<b>Greece</b>	
<b>Eva Tzavala</b>	Greek National Commission for Human Rights
<b>Garyfallia Anastasopoulou</b>	Racist Violence Recording Network
<b>Hungary</b>	
<b>András Kováts</b>	Menedék, Hungarian Association for Migrants
<b>Ireland</b>	
<b>Mariaam Bhatti</b>	Member of the Expert Group on Migration, Asylum and Integration at the European Commission and of the OSCE/ODIHR International Survivors of Trafficking Advisory Board (ISTAC)
<b>Italy</b>	
<b>Udo C. Enwereuzor</b>	Cooperation for the Development of Emerging Countries (COSPE)
<b>Lithuania</b>	
<b>Evelina Mokšėcka</b>	Lithuanian National Radio and Television
<b>Laurynas Bieksa</b>	Mykolas Romeris University
<b>Moldova</b>	
<b>Tatiana Ciumas</b>	Bureau of Migration and Asylum under the Ministry of Interior
<b>North Macedonia</b>	
<b>Jasmin Redjepi</b>	NGO Legis
<b>Poland</b>	
<b>Elmi Abdi</b>	Foundation for Somalia

<b>Olena Babakova</b>	For Free Russia Association, The WOT Foundation
<b>Joanna Garnier</b>	La Strada foundation
<b>Maciej Grześkowiak</b>	Human Rights Commissioner Office
<b>Myroslava Keryk</b>	Our Choice' Foundation
<b>Agnieszka Kosowicz</b>	Polish Migration Forum
<b>Kateryna Krakhmalova</b>	Legal Intervention Association
<b>Olena Vaidalovych</b>	Towards Dialogue Foundation
<b>Romania</b>	
<b>Irene Teodor</b>	Romanian mission of the Jesuit Refugee Service
<b>Spain</b>	
<b>Daniela Montes Arenas</b>	La Rueca association and the Municipal Office of Information, Guidance and Support for the Social Integration of the Immigrant Population in Madrid
<b>Türkiye</b>	
<b>Buket Bahar Divra</b>	Association for Solidarity with Migrants and Refugees, SGDD-ASAM
<b>USA</b>	
<b>Kathryn Hampton</b>	Physicians for Human Rights, Asylum Program
<b>Shandra Woworuntu</b>	Mentari Human Trafficking Survivor Empowerment Programme & OSCE/ODIHR International Survivors of Trafficking Advisory Board (ISTAC)
<b>International civil society, intergovernmental and international organizations</b>	
<b>Ivana D'Alessandro</b>	Council of Europe
<b>Zola Zemfira Kondur</b>	
<b>Paweł Wierdak</b>	

<b>Bernard Rorke</b>	European Roma Rights Center
<b>Mustafa Asanovski</b>	
<b>Athina Vangeli</b>	European Border and Coast Guard Agency (Frontex)
<b>Delphine Buffat</b>	
<b>Klara Paro</b>	European Network of National Human Rights Institutions (ENNHRI)
<b>Simon Schlegel</b>	International Crisis Group
<b>Paweł Barabasz</b>	International Organization for Migration (IOM), Poland
<b>Ewa Gierszewska</b>	
<b>Emilia Malys-Zaręmba</b>	
<b>Janina Owczarek</b>	
<b>Jasmijn Slootjes</b>	Migration Policy Institute Europe
<b>Johannes Langer</b>	The International Dialogue Centre (KAICIID)

<b>Draginja Nadazdin</b>	Médecins sans frontières
<b>Anna Alboth</b>	Minority Rights Group International
<b>OSCE executive structures</b>	
<b>Alice Szczepanikova</b>	OSCE Office for Democratic Institutions and Human Rights (ODIHR)
<b>Tatjana Peric</b>	
<b>Cristi Mihalache</b>	
<b>Beata B. Olahova</b>	
<b>Natalia Duminica</b>	
<b>Tatiana Kotlyarenko</b>	
<b>Mafalda Matias</b>	
<b>Sabrina Saoudi</b>	
<b>Joanna Fomina</b>	
<b>Sofia Botzios</b>	
<b>Elena Cherniavska</b>	OSCE Representative on Freedom of the Media (RFoM)
<b>Elzbieta Kuzborska-Pacha</b>	OSCE High Commissioner on National Minorities

## ANNEX 3: SELECTED OSCE COMMITMENTS IN THE AREA OF THE PROTECTION OF THE HUMAN RIGHTS OF MIGRANTS AND MIGRANT INTEGRATION

Since the 1975 Helsinki process OSCE participating States realized that increasing legal migration in the OSCE region has not only been beneficial both for host countries and migrants themselves, but has also given rise to a number of economic, social, human and other challenges<sup>2</sup>. Gradually the OSCE participating States acknowledged that some of those challenges should be addressed by means of special migrant integration policies. Therefore, over more than 40 years, the OSCE participating States have agreed to a number of commitments in the field of migrant integration. These commitments relating to the so-called human dimension of the OSCE are contained in an ever-growing set of documents adopted by CSCE/ OSCE Summits and other political forums. The OSCE commitments form the basis of the work of the Organization and were developed jointly and adopted unanimously by all participating States. They establish clear standards for the participating States in their treatment of each other and of all individuals within their territories.

### **Helsinki 1975 (Co-operation in the Field of Economics, of Science and Technology and of the Environment)**

The participating States, Considering that the movements of migrant workers in Europe have reached substantial proportions, and that they constitute an important economic, social and human factor for host countries as well as for countries of origin, Recognizing that workers' migrations have also given rise to a number of economic, social, human and other problems in both the receiving countries and the countries of origin, Taking due account of the activities of the competent international organizations, more particularly the International Labour Organisation, in this area, are of the opinion that the problems arising bilaterally from the migration of workers in Europe as well as between the participating States should be dealt with by the parties directly concerned, in order to resolve these problems in their mutual interest, in the light of the concern of each State involved to take due account of the requirements resulting from its socio-economic situation, having regard to the obligation of each State to comply with the bilateral and multilateral agreements to which it is party, and with the following aims in view:

- to encourage the efforts of the countries of origin directed towards increasing the possibilities of employment for their nationals in their own territories, in particular by developing economic co-operation appropriate for this purpose and suitable for the host countries and the countries of origin concerned;
- to ensure, through collaboration between the host country and the country of origin, the conditions under which the orderly movement of workers might take place, while at the same time protecting their personal and social welfare and, if appropriate, to organize the recruitment of migrant workers and the provision of elementary language and vocational training;
- to ensure equality of rights between migrant workers and nationals of the host countries with regard to conditions of employment and work and to social security, and to endeavour to ensure that migrant workers may enjoy satisfactory living conditions, especially housing conditions;
- to endeavour to ensure, as far as possible, that migrant workers may enjoy the same opportunities as nationals of the host countries of finding other suitable employment in the event of unemployment;
- to regard with favour the provision of vocational training to migrant workers and, as far as possible, free instruction in the language of the host country, in the framework of their employment;
- to confirm the right of migrant workers to receive, as far as possible, regular information in their own language, covering both their country of origin and the host country;



- to ensure that the children of migrant workers established in the host country have access to the education usually given there, under the same conditions as the children of that country and, furthermore, to permit them to receive supplementary education in their own language, national culture, history and geography;
- to bear in mind that migrant workers, particularly those who have acquired qualifications, can by returning to their countries after a certain period of time help to remedy any deficiency of skilled labour in their country of origin;
- to facilitate, as far as possible, the reuniting of migrant workers with their families.

**Madrid 2007 (Decisions: Decision No. 10/07 on Tolerance and Non-Discrimination: Promoting Mutual Respect and Understanding)**

The Ministerial Council, (...)

Recognizing that manifestations of intolerance and discrimination can undermine the efforts to protect the rights of individuals, including migrants, refugees and persons belonging to national minorities and stateless persons, (...)

7. Calls on participating States to protect migrants legally residing in host countries and persons belonging to national minorities, stateless persons and refugees from racism, xenophobia, discrimination and violent acts of intolerance and to elaborate or strengthen national strategies and programmes for the integration of regular migrants, which also requires active engagement of the latter; (...)

**Vienna 1989 (Co-operation in the Field of Economics, of Science and Technology and of the Environment)**

(40) The participating States emphasize the need for effective implementation of the provisions of the Final Act and the Madrid Concluding Document relating to migrant workers and their families in Europe. They invite host countries and countries of origin to make efforts to improve further the economic, social, cultural and other conditions of life for migrant workers and their families legally residing in the host countries. They recommend that host countries and countries of origin should promote their bilateral co-operation in relevant fields with a view to facilitating the reintegration of migrant workers and their families returning to their country of origin.

(41) The participating States will (...) consider favourably applications for family reunification as well as family contacts and visits involving migrant workers from other participating States legally residing in the host countries.

(42) The participating States will ensure that migrant workers from other participating States, and their families, can freely enjoy and maintain their national culture and have access to the culture of the host country.

(43) Aiming at ensuring effective equality of opportunity between the children of migrant workers and the children of their own nationals regarding access to all forms and levels of education, the participating States affirm their readiness to take measures needed for the better use and improvement of educational opportunities. Furthermore, they will encourage or facilitate, where reasonable demand exists, supplementary teaching in their mother tongue for the children of migrant workers.

(44) The participating States recognize that issues of migrant workers have their human dimension.

**Copenhagen 1990**

(22) The participating States reaffirm that the protection and promotion of the rights of migrant workers have their human dimension. In this context, they

- (22.1) - agree that the protection and promotion of the rights of migrant workers are the concern of all participating States and that as such they should be addressed within the CSCE process;
- (22.2) - reaffirm their commitment to implement fully in their domestic legislation the rights of migrant workers provided for in international agreements to which they are parties;
- (22.3) - consider that, in future international instruments concerning the rights of migrant workers, they should take into account the fact that this issue is of importance for all of them; (...)

#### **Paris 1990 (A New Era of Democracy, Peace and Unity)**

We recognize that the issues of migrant workers and their families legally residing in host countries have economic, cultural and social aspects as well as their human dimension. We reaffirm that the protection and promotion of their rights, as well as the implementation of relevant international obligations, is our common concern.

#### **Moscow 1991**

(38) The participating States recognize the need to ensure that the rights of migrant workers and their families lawfully residing in the participating States are respected and underline their right to express freely their ethnic, cultural, religious and linguistic characteristics. The exercise of such rights may be subject to such restrictions as are prescribed by law and are consistent with international standards.

(38.1) They condemn all acts of discrimination on the ground of race, colour and ethnic origin, intolerance and xenophobia against migrant workers. They will, in conformity with domestic law and international obligations, take effective measures to promote tolerance, understanding, equality of opportunity and respect for the fundamental human rights of migrant workers and adopt, if they have not already done so, measures that would prohibit acts that constitute incitement to violence based on national, racial, ethnic or religious discrimination, hostility or hatred.

(38.2) They will adopt appropriate measures that would enable migrant workers to participate in the life of the society of the participating States.

(38.3) They note that issues which concern the human dimension of migrant workers residing on their territory could, as any other issue of the human dimension, be raised under the human dimension mechanism. Helsinki 1992 (Decisions: VI. The Human Dimension) The participating States: (...)

(36) Restate that human rights and fundamental freedoms are universal, that they are also enjoyed by migrant workers wherever they live and stress the importance of implementing all CSCE commitments on migrant workers and their families lawfully residing in the participating States;

(37) Will encourage the creation of conditions to foster greater harmony in relations between migrant workers and the rest of the society of the participating State in which they lawfully reside. To this end, they will seek to offer, inter alia, measures to facilitate the familiarization of migrant workers and their families with the languages and social life Page | 18 of the respective participating State in which they lawfully reside so as to enable them to participate in the life of the society of the host country;

(38) Will, in accordance with their domestic policies, laws and international obligations seek, as appropriate, to create the conditions for promoting equality of opportunity in respect of working conditions, education, social security and health services, housing, access to trade unions as well as cultural rights for lawfully residing and working migrant workers.

#### **Budapest 1994 (Decisions: VIII. The Human Dimension)**

31. They [OSCE participating States] will continue to promote the integration of migrant workers in the societies in which they are lawfully residing. They recognize that a successful process of integration also depends on its active pursuit by the migrants themselves and decided therefore to encourage them in this regard.

**Maastricht 2003 (Decisions: Decision No. 4/03 on Tolerance and Non-discrimination)**

The Ministerial Council (...)

11. Undertakes to combat discrimination against migrant workers. Further undertakes to facilitate the integration of migrant workers into the societies in which they are legally residing (...)

**Sofia 2004 (Decisions: Annex to Decision No. 12/04 on Tolerance and Non-discrimination; Permanent Council Decision No. 621: Tolerance and the Fight against Racism, Xenophobia and Discrimination)**

The participating States commit to: (...)

- Take steps, in conformity with their domestic law and international obligations, against discrimination, intolerance and xenophobia against migrants and migrant workers;
- Consider undertaking activities to raise public awareness of the enriching contribution of migrants and migrant workers to society; (...)

**Ljubljana 2005 (Decisions: Decision No. 2/05 on Migration)**

The Ministerial Council, Reaffirming the commitments related to migration, and in particular regarding migrant workers, and other relevant commitments (...),

Recognizing the increasing importance of migration, as well as the challenges and opportunities that it presents to participating States,

Further recognizing that migration is becoming a more diverse and complex phenomenon, which needs to be addressed in a comprehensive manner and therefore requires a cross-dimensional approach at the national, regional and international levels,

Recognizing that all States should adopt effective national frameworks in order to manage migration,

Underlining that migration is inherently a transnational issue requiring co-operation between States,

Acknowledging that migration constitutes an important economic, social and human factor for host countries as well as for countries of origin, Acknowledging also that successful integration policies that include respect for cultural and religious diversity and promotion and protection of human rights and fundamental freedoms are a factor in promoting stability and cohesion within our societies, (...)

Considering that the OSCE, within its comprehensive approach to security, could contribute, inter alia, by:

- Working in synergy and developing a stronger partnership with international bodies having a specific focus on migration,
- Facilitating dialogue and co-operation between participating States, including countries of origin, transit and destination in the OSCE area, as well as the OSCE Partners for Cooperation and Mediterranean Partners for Cooperation,
- Assisting the participating States, upon their request, to develop effective migration policies and to implement their relevant OSCE commitments,
- Inviting participating States to consider becoming parties to relevant international Instruments.

**Athens 2009 (Decisions: Decision No. 5/09 on Migration Management)**

The Ministerial Council,

Acknowledging the increasing importance of and the benefits stemming from effective migration management for the socio-economic development, social cohesion, security and stability in all countries including those of origin, transit and destination, and fully recognizing the human rights of migrants and their family members,

Underscoring the importance of mainstreaming migration policies into economic, social, environmental, development and security strategies and addressing migration management through co-operative, comprehensive and cross-dimensional approaches,

Underlining the need to facilitate legal migration and fight illegal migration,

Bearing in mind the different approaches to migration issues by the OSCE participating States, and drawing on their experiences and best practices,

Stressing the need to deepen dialogue and co-operation at all levels within and between all States, as well as with all relevant stakeholders, including social partners, business community, civil society and academia, to effectively address the opportunities and challenges related to comprehensive migration management,

Confirming that co-operation, dialogue and exchange of good practices and information on migration management issues remain an important component of the OSCE's comprehensive concept of security, supported as appropriate and within the respective mandates, capacities and resources in all three dimensions,

1. Encourages the participating States to continue to work on migration management by:

- Paying particular attention to addressing the root causes of migration;
- Ensuring that their national migration practices comply with their respective international obligations and OSCE commitments;
- Further elaborating and enhancing implementation of comprehensive and effective national migration policies and action plans as appropriate;
- Improving the collection of comparable data on migration, in order to facilitate dialogue and exchange of best practices at the OSCE level; (...)
- Respecting the human rights of migrants and increasing efforts to combat discrimination, intolerance and xenophobia towards migrants and their families; (...)

5. Tasks the Permanent Council, its informal subsidiary bodies and the OSCE executive structures, in accordance with their respective mandates across all dimensions, within the Organization's comprehensive concept of security and within existing resources to inter alia:

- Provide a broad regional platform for dialogue on migration and security issues, both among OSCE participating States and between participating States and Partners for Cooperation, with the involvement of other relevant stakeholders in full conformity with the OSCE Rules of Procedure;
- Continue working on gender aspects of migration;
- Assist participating States, upon their request, to improve migration legislation and to elaborate and implement effective national policy frameworks, by providing advice and training, in co-operation with relevant international and regional organizations; (...)
- Continue to assist the participating States, upon their request, to promote effective migration management, including exchange of best practices, and to facilitate legal migration and fight illegal migration, while paying particular attention to bilateral and multilateral co-operation in this field.

### **Hamburg 2016 (Decisions: Decision No. 3/16 on OSCE's role in the governance of large movements of migrants and refugees)**

The Ministerial Council,

Recognizing that the benefits and opportunities of safe, orderly and regular migration are substantial and often underestimated, whilst noting that irregular migration in large movements often presents complex challenges, and recognizing the substantial economic and social contribution that migrants and refugees can make for inclusive growth and sustainable development,

Recognizing the leading role of the United Nations, Commending efforts made since 2015 by the Serbian and German OSCE Chairmanships to address issues related to the governance of these movements more effectively in the OSCE,

Acknowledging the many specific activities linked to migration and refugees already undertaken by OSCE executive structures, within existing mandates, as well as by participating States, based on existing OSCE commitments, relevant United Nations documents and national policies, Building on in-depth discussions conducted at the OSCE, especially during the hearings of the Informal Working

Group Focusing on the Issue of Migration and Refugee Flows in spring 2016 and during a special meeting of the OSCE Permanent Council held on 20 July 2016,

1. Acknowledges the work of the Informal Working Group Focusing on the Issue of Migration and Refugee Flows and the output discussed at the special meeting of the OSCE Permanent Council of 20 July 2016;
2. Encourages the OSCE executive structures, within existing mandates and available resources, to continue their work on the issue of migration, including by reinforcing activities leading to the exchange of best practices and enhancing dialogue and co-operation with Partners for Co-operation, in a manner that complements the activities undertaken by other relevant international organizations and agencies;
3. Encourages participating States also to use the OSCE platform, including appropriate OSCE working bodies, to continue addressing migration-related issues where the OSCE has developed its expertise, and improve dialogue on migration-related matters with regard to developing possible effective measures and common approaches to address them.

## ANNEX 4: The Office for Democratic Institutions and Human Rights (OSCE/ODIHR)

The Office for Democratic Institutions and Human Rights (OSCE/ODIHR) is the OSCE's principal institution to assist participating States "to ensure full respect for human rights and fundamental freedoms, to abide by the rule of law, to promote principles of democracy and (...) to build, strengthen and protect democratic institutions, as well as promote tolerance throughout society" (1992 Helsinki Summit Document). This is referred to as the OSCE human dimension. The OSCE/ODIHR, based in Warsaw (Poland) was created as the Office for Free Elections at the 1990 Paris Summit and started operating in May 1991. One year later, the name of the Office was changed to reflect an expanded mandate to include human rights and democratization. Today it employs over 130 staff. The OSCE/ODIHR is the lead agency in Europe in the field of election observation. Every year, it co-ordinates and organizes the deployment of thousands of observers to assess whether elections in the OSCE region are conducted in line with OSCE Commitments, other international obligations and standards for democratic elections and with national legislation. Its unique methodology provides an in-depth insight into the electoral process in its entirety. Through assistance projects, the OSCE/ODIHR helps participating States to improve their electoral framework. The Office's democratization activities include: rule of law, legislative support, democratic governance, migration and freedom of movement, and gender equality. The OSCE/ODIHR implements a number of targeted assistance programs annually, seeking to develop democratic structures. The OSCE/ODIHR also assists participating States' in fulfilling their obligations to promote and protect human rights and fundamental freedoms consistent with OSCE human dimension commitments. This is achieved by working with a variety of partners to foster collaboration, build capacity and provide expertise in thematic areas including human rights in the fight against terrorism, enhancing the human rights protection of trafficked persons, human rights education and training, human rights monitoring and reporting, and women's human rights and security. Within the field of tolerance and non-discrimination, the OSCE/ODIHR provides support to the participating States in strengthening their response to hate crimes and incidents of racism, xenophobia, anti-Semitism and other forms of intolerance. The OSCE/ODIHR's activities related to tolerance and non-discrimination are focused on the following areas: legislation; law enforcement training; monitoring, reporting on, and following up on responses to hate-motivated crimes and incidents; as well as educational activities to promote tolerance, respect, and mutual understanding. The OSCE/ODIHR provides advice to participating States on their policies on Roma and Sinti. It promotes capacity-building and networking among Roma and Sinti communities, and encourages the participation of Roma and Sinti representatives in policy-making bodies. All ODIHR activities are carried out in close co-ordination and co-operation with OSCE participating States, OSCE institutions and field operations, as well as with other international organizations. More information is available on the ODIHR website ([www.osce.org/odihhr](http://www.osce.org/odihhr)).