



Office for Democratic Institutions and Human Rights

**GOOD PRACTICES IN INTEGRATION OF MIGRANTS IN  
LINE WITH OSCE COMMITMENTS AND INTERNATIONAL  
STANDARDS**

**Conference**

**Chisinau, Republic of Moldova**

**17-18 May 2017**

**OSCE/ODIHR Meeting Report**



Warsaw

*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 which took place in Chisinau on 17-18 May 2017.*

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# GOOD PRACTICES IN INTEGRATION OF MIGRANTS IN LINE WITH OSCE COMMITMENTS AND INTERNATIONAL STANDARDS

Conference  
Chisinau, Republic of Moldova  
17-18 May 2017

## CONFERENCE SUMMARY

The conference was organized with the aim of building the capacity of key national authorities responsible for migrant integration issues in selected OSCE participating States, through expert discussion and the exchange of relevant good practices. Organized by the OSCE Office on Democratic Institutions and Human Rights (ODIHR) in co-operation with the Ministry of Internal Affairs of the Republic of Moldova, the conference brought together 70 participants (29 men and 41 women), primarily officials responsible for migrant integration issues from Armenia, Austria, Bulgaria, the Czech Republic, Georgia, Estonia, Finland, Latvia, Moldova, Norway, Poland, Portugal, Romania and Ukraine. Additional participants included experts from the Office of the Co-ordinator of OSCE Economic and Environmental Activities, the International Organization for Migration, the UN High Commissioner for Refugees Regional Representation for Central Europe, the Council of Europe and the International Centre for Migration Policy Development, as well as representatives of specialist civil society organizations (Annex 2 provides a full list of participants).

The meeting was opened with an introductory session, followed by four working sessions (please see Annex 1 for the agenda) covering different aspects of the issue.

The conference began with opening remarks from Mr. **Oleg Babin**, Deputy Interior Minister of the Republic of Moldova, and from Ms. **Christine Hirst**, Deputy Head of the Democratization Department at ODIHR. Mr. Babin welcomed participants, noting the range of countries attending, and underlined that the conference aimed to share good practices, establish new partnerships and help ensure continued co-operation among all OSCE participating States. He underlined the importance of the conference for Moldova, supporting the implementation of the Association Agreement with the European Union, and observed that the event comes at a helpful time as the Moldovan authorities plan to begin modifying the national framework for migrant integration later this year. Ms. Hirst thanked Moldovan partners for their support in implementation of the event, which she noted is part of ODIHR's response to the migration and refugee challenges in recent years and efforts to support OSCE participating States in facilitating the integration of migrants into host societies. OSCE participating States have acknowledged that successful integration policies, respecting cultural and religious diversity and contributing to the promotion and protection of human rights and fundamental freedoms, are a factor in promoting stability and cohesion within our societies, said Ms. Hirst and concluded that such programmes become increasingly important, and that the event aims to support such efforts.

The Introductory Session reviewed the concepts of migrant integration, international legal standards and relevant OSCE commitments in this area. Mr. **Juris Gromovs** took the floor for ODIHR, providing an introductory outline of relevant OSCE commitments and international standards relevant to the area of migrant integration (Annex 3 provides the text of selected OSCE commitments). Highlighting key points from the OSCE Maastricht<sup>1</sup>, Budapest<sup>2</sup>, Helsinki<sup>3</sup>, Madrid<sup>4</sup> and Hamburg decisions<sup>5</sup>, including the responsibility to strengthen capacities to address migration-related problems, he noted the need for dialogue, exchange of good practices and common approaches. Whether participating States where migrant integration is a more recent challenge, or the States with well-developed integration systems that currently face challenges of adaptation and absorption, Mr. Gromovs underlined the need for diverse practices, knowledge sharing and avoidance of a “one-size-fits-all” approach to migrant integration, and he encouraged participants to share their perspectives and experiences during the event.

H. E. **Antonio Polosa**, Chief of Mission of the International Organization for Migration (IOM) in Moldova followed, presenting the IOM approach to successful migrant integration, including the 2030 Agenda on Sustainable Development<sup>6</sup>, which contains a number of crosscutting issues relevant to integration and social cohesion, and emphasises the need to foster inclusiveness. Building upon the New York Declaration for Refugees and Migrants<sup>7</sup> adopted on 19 September 2016, several commitments of States were identified in the areas of anti-discrimination and social cohesion, family reunification, civic and political participation, health, access to education, access to the labour market and financial inclusion. He noted that there several factors which impact on the integration of migrants and social cohesion, such as migrants’ socio-economic status, opinions about migrants in receiving societies, and migrants’ reasons for migrating (e.g. a new employment or business opportunity, to join family members, to study, to access different cultural environments, to avoid instability or discrimination, etc.). In this regard Mr. Polosa noted that IOM addresses all stages of the migration cycle in its migrant integration strategy, aiming to deliver tailored services in a culturally appropriate manner within a rights-based framework, to equip, empower and educate migrants and receiving communities and to facilitate social, economic, political and cultural integration. He also underlined that gender-sensitive approaches to integration are crucial as a person’s gender shapes every stage of the migration experience. Mr. Polosa concluded by presenting the efforts the IOM Mission to Moldova had made by date to improve the situation of migrants, to protect their rights and to promote migrant integration in the country.

Working Session I provided a platform for participants to discuss the experiences of new migration destination states in setting up national systems for migrant integration by designing, developing and implementing relevant policies and legislation, and the challenges and solutions they have identified. The country cases of the Republic of Moldova, Portugal,

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<sup>1</sup> The OSCE Ministerial Council, Maastricht, 2 December 2003 (Decision No 4/03 on Tolerance and Non-Discrimination).

<sup>2</sup> Concluding Document of Budapest, 6 December 1994 (Decisions, chapter VIII, Paragraph 31).

<sup>3</sup> Concluding Document of Helsinki - The Fourth Follow-up Meeting, Helsinki, 10 July 1992 (Decisions, chapter VI, paragraphs 37, 38 and 45).

<sup>4</sup> Document of the Fifteenth Meeting of the Ministerial Council, Madrid, 29-30 November 2007 (Paragraph 7).

<sup>5</sup> The OSCE Ministerial Council, Hamburg, 8-9 December 2016 (Decision No.3/16, OSCE's Role in the Governance of Large Movements of Migrants and Refugees).

<sup>6</sup> The 2030 Agenda on Sustainable Development, A/RES/70/1 (25 September 2015), available at [http://www.un.org/ga/search/view\\_doc.asp?symbol=A/RES/70/1&Lang=E](http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E).

<sup>7</sup> <http://refugeesmigrants.un.org/declaration>.

Romania and the Czech Republic were presented by the representatives of the national authorities of those OSCE participating States.

Ms. **Tatiana Ciumas**, Head of the Integration and Accommodation Unit at the Bureau for Migration and Asylum (Republic of Moldova) presented the legal, policy and institutional frameworks for the integration of migrants in the country. She underlined a number of practical steps taken by the national authorities since the entry into force of the Law nr. 274 On Integration of Foreigners in the Republic of Moldova on 1 July 2012. Ms. Ciumas noted that the operational system for integration of foreigners has four strategic objectives: the development and promotion of the integration policy and institutional co-ordination; the establishment of integration centres for foreigners; awareness raising and increasing the involvement of the various authorities with responsibilities for different elements; and, strengthening inter-institutional co-operation. The inter-institutional co-operation mechanism was formalized by the Order nr. 42 of the Ministry of Internal Affairs of 10 February 2016, and involves the Bureau for Migration and Asylum, Ministry of Labour, Social Protection and Family, Ministry of Education, Ministry of Culture, Ministry of Health, National House of Social, Insurance and the National Health Insurance Company. In this regard she noted the assistance received from ODIHR, including capacity-building workshops and the 2015 Migrant Integration Policy Index Assessment for the Republic of Moldova, undertaken by ODIHR in co-operation with the independent think tank Migration Policy Group. She concluded by outlining the 2017 plan to establish integration centres in three Moldovan cities: Chisinau, Bălți and Cahul.

Ms. **Marina Portugal**, Deputy Director of the Central Directorate for Immigration and Documentation of the Immigration and Borders Service (SEF) (Portugal), started her presentation by observing that the 1990's saw a shift in the Portuguese migration policy as the country became a destination country for migrants. A long history of Portuguese emigration reinforced a sense of responsibility for hosting and integrating migrant communities, and immigration has had various positive effects on Portuguese society (demographic, economic, social and cultural etc.). Since the first Plan for the Integration of Immigrants was adopted in 2017, a number of legal acts in the area of migration have been adopted and the country is currently implementing the third Plan for 2015-2020. Ms. Portugal provided an overview of a number of existing initiatives, such as the "One stop shop" system for migrants, consisting of Local Support Centres for Migrant Integration and National Support Centres for Migrants, or the SEF Contact Centre which provides migrants with guidance and assistance on legislation, documents, rights and duties of entrance, residence permits and other issues. She concluded by expressing the view that SEF positively contributed to the implementation of the public policies for integrating migrants in Portugal.

Mr. **Eleodor Pirvu**, Deputy Director of the Asylum and Integration Directorate of the General Inspectorate for Immigration within the Ministry of Interior (Romania), outlined the adoption of legislation for integration in 2004, in particular Law nr. 44/2004 on the social integration of foreigners, who have acquired a form of protection in Romania. After a person is granted international protection, the staff of the Regional Centres for Integration inform and advise him or her on integration programme enrolment and elaborate an individual plan (covering for example, cultural adaptation activities, learning Romanian, vocational training, support for job-seeking and education), although participation is not mandatory. Mr. Pirvu noted that the General Inspectorate for Immigration is responsible for co-ordinating integration activities, while several line ministries and the local authorities are responsible for

specific integration measures (e.g., the Ministry of Education organizes Romanian language courses, while the Ministry of Labour provides vocational training courses and the local authorities ensure the access to housing). Legislative amendments are currently under consideration and may introduce a number of novelties, including adaptations to facilitate migrants' access to rights under the same conditions as Romanian citizens, such as making provisions for persons under international protection to benefit from the social housing system.

**Mr. Petr Novak**, Head of the Unit for Resettlement and Integration of Refugees, Department for Asylum and Migration Policy at Ministry of Interior (MoI) (the Czech Republic), informed the participants that State Integration Programme (SIP) for persons granted international protection has operated, with small modifications made over the years, since 1994. SIP's main goals include language education, access to the labour market, access to proper housing and education of children and adults. Mr. Novak pointed out that the MoI provides for the co-ordination, methodological guidance and monitoring of SIP implementation, funding and contracting the General Provider of Integration Services (GPIS, which in 2017 was the Refugee Facilities Administration). In turn, other key partners /sub-contractors of GPIS are various legal bodies, such as the local authorities, NGOs, churches, employers etc. He provided a detailed overview of the system of individual integration plans, which are prepared by GPIS in co-operation with the integration asylum centre and sub-contractor involved and the person granted international protection, and which aim to ensure integration for a minimum of one year in the areas of housing, employment, education and further assistance (such as social and legal assistance, registration with a general practitioner, and communication with various public agencies).

Working Session II was dedicated to a case-by-case discussion of existing national welcome programmes and courses in a number of selected OSCE participating States. Ms. **Bernadette Malkiel** from the Austrian Integration Fund (AIF) (Austria) provided an overview of the national legal and institutional framework for the integration of migrants. Founded in 1960 by the Austrian Federal Government and UNHCR, AIF facilitates the linguistic, professional and social integration of migrants and refugees. The newly adopted 2017 Integration Law regulates a system of German language and values courses, including a mandatory integration declaration, a state-wide unified integration exam and quality standards, integration monitoring, and a research co-ordination office. The Integration Law is complemented by the compulsory performance of community-based activities in the public interest by persons under international protection and asylum seekers who have a high probability to be granted asylum; the system also aims to ensure long-term integration into the labour market. Ms. Malkiel concluded by underlining the need to ensure a sufficient number of language courses taught by highly qualified staff with a clear set of criteria for curricula, group size and other aspects, and the importance of tailoring integration programmes for individual migrants without neglecting the interests of the host country.

Ms. **Terhi Martins**, Senior Planning Officer at the Immigrants Integration Centre for Economic Development, Transport and the Environment of Uusimaa Region, and Mr. **Juha-Pekka Suomi**, Senior Advisor for Legal Affairs at the Ministry of Economic Affairs and Employment (Finland), provided a joint presentation of the Finnish migrant integration policy, based on the Integration Act and the 2016 Government Integration Programme. This Act applies to all immigrants with a valid residence permit or whose right of residence has been registered, defines measures for promoting integration (including as the initial

assessment, development of an individual integration plan, integration training (civic orientation) for migrants, duties of the regional and local actors etc.). In Finland, 81% of migrants are of working age and in many municipalities migration is the only factor contributing to population growth. Both speakers underlined that the successful implementation of integration policies requires close collaboration among different stakeholders at various levels: the government level, where the Ministry of Economic Affairs and Employment manages the Co-ordination Body for Integration across all relevant ministries; the regional level, where 15 regional centres work on regional development, co-ordination and monitoring of integration, and regional co-operation in integration matters; and the local level, where Local Employment Offices work with all unemployed migrants registered as jobseekers and the municipalities undertake general work with migrant residents.

**Ms. Olivera Vukotić**, Regional Integration Officer at the UNHCR Regional Representation for Central Europe, expressed the belief that that successful assistance in the migrant integration process requires establishing partnerships with key stakeholders, making it important to know the activities of different actors in the field and their capacity to assist. She highlighted examples of good practice in Croatia on housing, where the state covers the cost of accommodation rental for refugees for two years, while the refugees pay for utilities, and in Moldova, where UNHCR renovated apartments in the villages Mereni and Razeni as part of a local integration project which saw local authorities allocating rent-free apartments to the most vulnerable refugee families for a fixed period of time, after which they would be ready to find their own accommodation and the apartments would be used by other refugee families.

**Mr. Radim Zak**, Regional Co-ordinator for Eastern Europe and Central Asia at the International Centre for Migration Policy Development (ICMPD) Vienna, focussed his presentation on trends in national integration policies and welcome programmes. He pointed out that in many immigration countries the general perception of immigrants and discussion of integration policies are influenced by stereotypes, biases and myths. He argued that national authorities implementing migrant integration policies should co-operate with the media and present statistics, reports and other relevant data to reflect the actual state of play in the particular country. Mr. Zak also noted that identified trends in OSCE participating States include intensive language courses for newly arrived migrants, an increased focus on the labour market in integration measures, attempts to provide “tailor-made” solutions for different groups of migrants and “customized” individual solutions, as well as national authorities’ attempts to use both incentives and sanctions in the integration process. He concluded by stating that the involvement of migrants in surveys and monitoring is a key factor in improving and adjusting integration policies and programmes.

**Mr. Christian Mommers**, Adviser at the Office of the Commissioner for Human Rights (CHR), (Council of Europe, CoE) presented the CHR view on migrant integration and the activities of the CHR and other CoE bodies. The CHR’s activities include country visits and country-specific recommendations and thematic work (e.g. the 2016 issue paper “Time for Europe to get migrant integration right”). The new migrant arrivals to Europe require long-term thinking on how to address some areas of concern, such as obstacles to family reunification and the negative impact of family separation on migrant integration, non-discrimination and equality, access to long-term residence, availability of language and integration support, inclusive education and delays in access to the labour market. Mr. Mommers pointed out that for some national authorities there is a need to prioritize and facilitate migrant family reunification, to adopt comprehensive and inclusive education

policies, and to lead by example in using responsible political rhetoric. He listed a wide range of activities and initiatives undertaken not only by the CHR, but also by other CoE bodies and institutions<sup>8</sup>, and concluded by announcing the forthcoming CHR publication “Realizing the right to family reunification of refugees in Europe” due to be released on 19 June 2017.

**Mr. Piotr Kowalczyk**, the Vice-Mayor of the City of Gdansk (Poland) presented the Gdansk Immigrant Integration Model, noting that this document was developed from May 2015 to June 2016 through establishing Poland’s first cross-sectoral and interdisciplinary task force on immigrant integration. The task force involved over 150 people representing 70 different public institutions and NGOs, as well as a group of the “new residents” of Gdansk made up of over 20 immigrants from different countries. Mr. Kowalczyk pointed out that the Model focuses primarily on the current migrant residents of Gdansk, at the same time also establishing the framework for integration of newcomers in the near future, with a few activities related to the asylum seekers and refugees. The Model covers eight thematic areas of integration: education, local communities, culture, combating/prevention of violence and discrimination, health, employment, social welfare and housing issues. He also highlighted that a number of institutions and organizations deal with integration issues, including the Immigrants Support Centre, the Foreigners’ Employment Department, the Council of Immigrants, the Council for Equal Treatment, the Gdansk Solidarity Hub etc. Mr. Kowalczyk concluded by stating that the City of Gdansk aims to build a strong and inclusive city with new possibilities for everyone, based on Gdansk’s history of multiculturalism.

Working Session III addressed the division of relevant roles between line ministries and local government in the migrant integration process, focussing on the involvement of local authorities in migrant integration. **Mr. Ohene Aboagye**, Director of the Resettlement Division

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<sup>8</sup> 1. Commissioner for Human Rights documents:

a. Online version to the issue paper “Time for Europe to get the integration of migrants right” (also available in Russian): [https://wcd.coe.int/ViewDoc.jsp?p=&Ref=CommDH/IssuePaper\(2016\)2&Language=lanAll&Ver=original&direct=true](https://wcd.coe.int/ViewDoc.jsp?p=&Ref=CommDH/IssuePaper(2016)2&Language=lanAll&Ver=original&direct=true)

b. For all other work on migration: <http://www.coe.int/en/web/commissioner/thematic-work/migration>

c. The upcoming CHR issue paper “Realizing the right to family reunification of refugees in Europe” (19 June 2017)

2. Parliamentary Assembly (PACE) documents:

a. The resolution/report “Integration of refugees in times of critical pressure: learning from recent experience and examples of best practice” will be adopted during the PACE session in the last week of June.

b. Resolution 1973(2013) “Integration tests: help or hindrance?”: <http://assembly.coe.int/nw/xml/XRef/Xref-DocDetails-EN.asp?FileID=19772&lang=EN>

3. The Congress of Local and Regional Authorities’ documents”

a. Report “From reception to integration: the role of local and regional authorities facing migration”:  
<https://rm.coe.int/16806fe485>

4. Assistance activities

a. Council of Europe Bank (CEB): <http://www.coebank.org/en/project-financing/sectors/refugees-and-migrants/>

b. Intercultural Cities Network: <http://www.coe.int/en/web/interculturalcities/home>

c. Linguistic Integration of Adult Migrants (LIAM): <http://www.coe.int/en/web/lang-migrants>

5. Resources of the standard setting bodies

a. A useful resource is “Protecting migrants under the European Convention on Human Rights and the European Social Charter” (2013):  
[http://www.coe.int/t/democracy/migration/Source/migration/ProtectingMigrantsECHR\\_ESCWeb.pdf](http://www.coe.int/t/democracy/migration/Source/migration/ProtectingMigrantsECHR_ESCWeb.pdf)

b. Webpages of the main relevant bodies/committees:

- European Court of Human Rights: <http://www.echr.coe.int/Pages/home.aspx?p=home>

- European Committee on Social Rights: <http://www.coe.int/en/web/turin-european-social-charter>

- European Commission on Racism against Intolerance: [http://www.coe.int/t/dghl/monitoring/ecri/default\\_en.asp](http://www.coe.int/t/dghl/monitoring/ecri/default_en.asp)

- Framework Convention for the Protection of National Minorities: <http://www.coe.int/en/web/minorities/home>

6. Other information about the Council of Europe’s activities:

a. CoE Secretary General’s Special Representative on Migration and Refugees: <http://www.coe.int/en/web/portal/special-representative-secretary-general-migration-refugees-tomas-bocek>

b. CoE Action Plan on Building Cohesive Societies (2016-2019): <http://www.congress-intercultural.eu/en/initiative/4-action-plan-on-building-inclusive-societies---action-plan-2016-2019.html>



within the Directorate of Integration and Diversity (IMDi) (Norway), provided a presentation on Norwegian good practices in the area of migrant integration at the local level, assisted by Ms. **Shahnaz Amin Haag**, IMDi Advisor, and Mr. **William Paintsil**, Head of Migrant Training/Integration Support at IOM Oslo. Mr. Aboagye underlined that the most important goal of the Norwegian integration policy is to ensure that all the people who live in Norway are able to utilize their resources and to participate in the community. Expressing the belief that Norway's strengths in many areas of integration are a testament to their comprehensive integration policy and commitments to equality and diversity, he focused on refugee settlement and integration as the most pressing current task. The Norwegian integration programme is state-funded and implemented by the local authorities; refugees need to stay in their host municipalities to get access to the two-year state assisted mandatory introduction programmes, which include employment, education and housing. Mr. Aboagye concluded by offering several lessons learned and good practices, such as: the need to provide integration services as soon as possible for those asylum seekers who are most likely to be allowed to stay and avoiding delay during decision-making processes; the need to take the job market into account when distributing migrants across the country; the need to take the cultural differences of migrants and refugees into account when working with them; the need to deal promptly with the mental and physical health issues of the newly arrived; and, to pay attention to those unaccompanied minors who have arrived being past the age of compulsory schooling. Lastly, he underlined the need to acknowledge the integration process may take a long period of time, particularly for migrants with little education.

Mr. **Ion Cretu**, Mayor of Razing municipality, and Ms. **Ludmila Colesnice**, Deputy Mayor of Mereni municipality, (Moldova) spoke about their experience as local authorities in integrating refugee families. As noted earlier, their municipalities had offered dilapidated buildings for free to the UNHCR for renovation, resulting in the accommodation of refugee families from several countries in the renovated buildings. Selected by representatives of UNHCR, the Bureau for Migration and Asylum and relevant NGOs, the refugee families live rent-free for a period, but contribute to the upkeep of their homes and pay the utility bills. The speakers pointed out that the integration at the local level means permanent dialogue between the host community and the refugees, which may also take form of different activities, such as some joint activities for the benefit of the villages, children's activities and employment of the adult family members. The refugees have been actively involved in various local activities, and currently the first families have moved on with the expiry of their 5-years leases, and new families are now accommodated with children attending the local kindergarten and school and integrating well – even winning a number of different prizes at school.

Working Session IV discussed the role of civil society in the migrant integration process, looking at how co-operation and partnerships with state authorities responsible for migrant integration are established and maintained. Ms. **Shannon Pfohman**, Policy and Advocacy Director at Caritas Europa, underlined that all migrants should not only be enabled and encouraged to participate in their community and society, but their contributions to social and cultural life must also be acknowledged and valued. In particular, she noted, Caritas' practical work shows that the active involvement of migrants in the labour market, or engaging them as volunteers, is essential for their full participation in society and for integration. She noted that partnerships at the local level with different stakeholders are crucial for successful integration, but, at the same time, working with receiving communities is just as important as working with migrants. She highlighted the need for innovative approaches to provide services and job

opportunities for migrants, and the important role of the social economy and social enterprises in this respect. She concluded by underlining that there is a need to better showcase the positive contributions of migrants to their host societies, instead of the typical portrayal of all migrants as poor and in need of financial support.

**Mr. Brian Killoran**, Chief Executive of the Immigrant Council of Ireland (ICI), presented the case of migrant integration in Ireland from the perspective of civil society, highlighting that practical assistance to migrants, as well as asylum seekers and refugees, should include not only information services, but also free legal advice. He also noted in this respect the importance of anti-racism-related activities and the facilitation of migrants' civic and political participation as essential elements of ICI's work. Mr. Killoran noted that the newly adopted 2017 Migrant Integration Strategy of Ireland (replacing the former strategy 'Migration Nation' from 2008) was informed by engagement with migrants and civil society and recognizes that effective integration measures are a two-way process and require an 'all of government' response. He underlined that the key challenge for the work in the area of integration remains the low level of available funding for the local authorities and civil society as key integration agents. He also stressed that more focus on the prevention of racism and discrimination in the migrant integration process is needed. Mr. Killoran mentioned some Irish civil society good practice initiatives to assist migrants, asylum seekers and refugees, such as the City of Sanctuary, a movement which consists of local communities working to make their cities and towns welcoming places for everyone, particularly for refugees and asylum seekers, and *Faillte Isteach*, the network of 107 groups with 1,000 volunteer English language tutors assisting migrants across Ireland.

**Ms. Sandra Zalcmane**, Chairperson of the NGO "Shelter 'Safe House'" (Latvia), presented the role of NGOs in migrant integration, providing several practical examples of "Shelter 'Safe House'" activities to assist migrants and persons under international protection. Within the framework of the project "Support Activities for Persons Under International Protection" funded by the EU Asylum, Migration and Integration Fund, this NGO provides learning courses and informative activities adapted to the needs of the persons under international protection to facilitate their inclusion into Latvian society. The "Shelter 'Safe House'" also runs five Information Centres for Immigrants in Latvia and several websites for migrants and refugees. Ms. Zalcmane underlined that public information activities should also target the general public of the host country to improve their understanding of integration issues, alongside migrants and refugees who should receive clear answers on different aspects of life and opportunities provided by the state authorities and NGOs.

**Mr. Ion Braga**, Counselling Advisor for the Integration Foundation (Estonia), provided an overview of the Estonian welcome programme, which aims to support integration by providing migrants with information on the functioning of the state and society, daily life, employment, learning and family matters, and encouraging them to acquire Estonian language skills. Estonia has established counselling centres which provide information, advice and guidance on living in Estonia, with services available not only to migrants, but also to wider groups of residents who may have questions about living in Estonia – for example, with regard to Estonian language studies and practice, or applying for residence permits or Estonian citizenship. These centres also provide information on other aspects of living and working in the country like education, work, residence permits, medical services and other social benefits; the consultants offer clients a wide range of integration-related information and are also able to refer clients on to other agencies and service providers where needed.

At the end of this Working Session Moldovan NGOs presented their work in the area of integration. Ms. **Natalia Postaru**, Project Co-ordinator at the Law Centre of Advocates (LCA), highlighted that LCA works to safeguard the rights and well-being of asylum seekers, refugees and beneficiaries of humanitarian protection through offering legal counselling and assistance services. In this way LCA aims to support the target groups' access to their rights, prevent ethnic discrimination, promote positive attitudes towards the target groups and strengthen a fair and efficient asylum system. In turn, Ms. **Veronica Dragan**, a representative of the Association for Child and Family Empowerment "AVE COPIII", outlined that this experienced NGO established in 1992 offers direct support and facilitation of access to social, medical and educational services to asylum seekers and refugees, both children and adults. In addition, she noted that "AVE COPIII" conducts a variety of related capacity building and awareness raising activities for its local partners.

The Closing Session reviewed the main challenges and conclusions for the way forward. Ms. **Olga Poalelungi**, Director of the Bureau for Migration and Asylum at the Ministry of Interior of the Republic of Moldova provided an overview of the challenges identified by the conference speakers and participants, while Ms. **Christine Hirst** from ODIHR provided a summary of the key conclusions and recommendations<sup>9</sup> made during the conference presentations and discussions.

## **CONCLUDING RECOMMENDATIONS**

### ***Integration policies and their implementation***

- Actively collect and disaggregate all relevant statistical data in order to provide an evidence base for the development of well-informed and gender-sensitive migrant integration policies that respond to migrant needs and take host community issues into account.
- Ensure that there is one designated authority in charge of co-ordinating the policy implementation by all involved actors, and consider using special MoUs or partnership agreements to encourage closer partnership.
- Engage all key stakeholders in migrant integration efforts and programmes, including NGOs, religious organizations, and migrants themselves through volunteerism; encourage networking among stakeholders and define clear roles to facilitate effective co-operation.
- Involve migrants and or/refugees in the development, implementation, monitoring and evaluation of migrant integration policies.
- Effectively address the issues of preventing and combating racism, xenophobia and various forms of discrimination within the framework of migrant integration policies, and involve representatives of receiving communities and the media.
- Establish systems for monitoring and evaluation of integration programmes which reference the overall national integration situation, and acknowledge that integration can be a lengthy process.

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<sup>9</sup> These good practices and recommendations have no official status and are not based on consensus of OSCE participating States. Their inclusion in this report does not necessarily reflect the views or policies of the OSCE/ODIHR.

### ***Welcome programmes and education***

- Consider innovative and cost effective approaches, such as use of internet applications and special programmes (for example, for online language learning, civic orientation, etc.), but ensure that clients of these services have access to the necessary equipment and technology.
- Aim where possible for individualized approaches to integration, avoiding a “one-size-fits-all” approach both in policy development and integration plans/other sets of measures allocated for migrants. Consider using incentives to encourage successful participation in integration programmes.
- Place a clear priority on national language acquisition by migrants in the integration process, ensuring that language tuition is at the centre of state-led integration policies, which should offer a sufficient number of language courses taught by highly qualified staff with a clear set of quality criteria in terms of curricula, group size, and objective testing processes.
- Prioritize access to education for all children and pay particular attention to the involvement of all migrant and refugees children, especially unaccompanied migrants, in migrant integration measures, devoting special attention to the situation of unaccompanied minors who have arrived into the host countries beyond the age of compulsory schooling.

### ***Access to employment and health care***

- Ensure all migrants are informed about support available for job-seeking or employment issues and entitlements, and ensure labour migrants’ access to information with a specific focus on legal and practical labour market issues throughout their stay in the host country.
- Consider establishing specific units or specially trained staff to provide support on the complexities of labour-related issues.
- When deciding on the allocation of the places of residence for migrants and/or refugees across the country, take into account their skill sets and the local labour market needs in particular regions.
- Identify and address mental and physical health issues of migrants and refugees early in the integration process.

### ***Funding of migrant integration measures***

- Allocate sufficient funding from state and/or local authorities to facilitate the various integration measures required, such as language courses, civic orientation courses, legal counselling for migrants, education of migrant children and other relevant activities. Significant resources may be required, but this investment will benefit society as a whole.
- Leverage, effectively, bilateral and/or multilateral funds, the state budget and local authorities’ budgets for the implementation of migrant integration programmes, ensuring that core integration measures for migrants are regularly funded by national authorities without interruptions.
- Identify policy solutions or formulas to avoid competition over economic resources between various groups of residents and do not restrict budget allocations for one population group in favour of another (for example, by providing some cost-free services only to migrants, but not to all the citizens with low level of income).

## ANNEX 1: AGENDA



### CONFERENCE ON GOOD PRACTICES IN INTEGRATION OF MIGRANTS IN LINE WITH OSCE COMMITMENTS AND INTERNATIONAL STANDARDS

17-18 May 2017

#### AIM OF THE CONFERENCE

This conference aims at building the capacity of key national authorities responsible for migrant integration issues in selected OSCE participating States. These include States where migrant integration is a more recent challenge, as well as States with well-developed integration systems which currently face challenges of adaptation and absorption. The discussions will focus on good practices in migrant integration, such as development of migrant integration policies and legislation, welcome programmes for migrants, co-ordination of integration activities and division of roles among line ministries, state agencies and the local authorities, in line with relevant OSCE commitments, international legal standards, national legislation and good practices, and promoting the exchange of such practices among the OSCE participating States.

#### Day 1, 17 May 2017

<b>Registration of participants. Welcome coffee</b>	<b>08:45 – 09:00</b>
<b>Opening Remarks:</b> <ul style="list-style-type: none"> <li>- Mr. Oleg Babin, Vice-Minister of Interior of the Republic of Moldova</li> <li>- Ms. Christine Hirst, Deputy Head of Democratization Department, the OSCE Office for Democratic Institutions and Human Rights (OSCE/ODIHR)</li> </ul>	<b>09:00 - 09:20</b>
<b>Introductory Session: What is migrant integration? International legal standards and relevant OSCE commitments on migrant integration.</b> <ul style="list-style-type: none"> <li>- Mr. Juris Gromovs, Migration and Freedom of Movement Adviser, Democratization Department, OSCE/ODIHR</li> <li>- H. E. Antonio Polosa, Chief of Mission, International Organization for Migration (IOM) in Moldova</li> </ul> <p><b>Moderator:</b> Ms. Christine Hirst, Deputy Head of Democratization Department, OSCE/ODIHR</p> <p><i>The Introductory Session will provide a brief overview of the migrant integration concept, minimum international legal standards and relevant OSCE commitments, setting the stage for further discussions in the subsequent Working Sessions.</i></p>	<b>09:20 - 10:10</b>

<b>COFFEE BREAK 10.10-10.40</b>	
<p><b>Working Session I: Experiences from new migrant destination countries in the OSCE region - developing and implementing migrant integration policies.</b></p> <p><b>Country experience presentations:</b></p> <ul style="list-style-type: none"> <li>- Ms. Tatiana Ciumas, Head of Integration and Accommodation Unit, Bureau for Migration and Asylum, Republic of Moldova</li> <li>- Ms. Marina Portugal, Deputy Director of Central Directorate for Immigration and Documentation the Immigration and Borders Service, Portugal</li> <li>- Mr. Eleodor Pirvu, Deputy Director Asylum and Integration Directorate, General Inspectorate for Immigration, Ministry of Interior, Romania</li> <li>- Mr. Petr Novak, Head of Unit for Resettlement and Integration of Refugees, Department for Asylum and Migration Policy, Ministry of Interior, the Czech Republic</li> </ul> <p><b>Moderator:</b> Ms. Olga Poalelungi, Director, Bureau for Migration and Asylum, Ministry of Interior, the Republic of Moldova</p> <p><i>Working Session I will provide a platform for participants to discuss the experiences of new migration destination states in setting up national systems for migrant integration by designing, developing and implementing relevant policies and legislation, and the challenges and solutions they have identified. Speakers will present overviews of institutional frameworks established for migrant integration, including specialized bodies, integration centres, one-stop-shops, agencies and other structures.</i></p>	<b>10:40-12:40</b>
<b>LUNCH 12:40 – 14:00</b>	
<p><b>Working Session II: Welcome programmes for migrants – an overview of civic orientation, language and employment integration measures and requirements for migrants in destination participating States</b></p> <ul style="list-style-type: none"> <li>- Ms. Bernadette Malkiel, Austrian Integration Fund, Austria</li> <li>- Ms. Terhi Martins, Senior Planning Officer, Integration of Immigrants Centre for Economic Development, Transport and the Environment, Uusimaa Region, Finland</li> <li>- Mr. Juha-Pekka Suomi, Senior Advisor in Legal Affairs, the Ministry of Economic Affairs and Employment</li> <li>- Ms. Oliviera Vukotić, Regional Integration Officer, UNHCR Regional Representation for Central Europe</li> <li>- Mr. Radim Zak, Prague Process Co-ordinator, ICMPD Vienna</li> <li>- Mr. Christian Mommers, Adviser, Office of the Commissioner for Human Rights, Council of Europe</li> <li>- Mr. Piotr Kowalczyk, Vice-President for Social Policy Issues, Gdansk Municipality, Poland</li> </ul> <p><b>Moderator:</b> Ms. Teresa Albano, Economic Affairs Officer, Economic Governance Unit, the Office of the OSCE Co-ordinator of the Economic and Environmental Activities (OSCE/OCEEA)</p> <p><i>Working Session II will introduce a case-by-case discussion of existing national</i></p>	<b>14:00-15:45</b>

<p>welcome programmes and courses in OSCE participating States represented by conference participants. Particular attention will be paid to the contents of these programmes and to the variety of the issues covered by migrant integration measures and requirements. The Working Session will also introduce a case-by-case discussion of the existing national welcome programmes and courses.</p>	
<b>COFFEE BREAK 15:45 – 16:00</b>	
<p><b>Working Session II: Welcome programmes for migrants, continued</b></p> <p>Questions and moderated discussion</p> <p><b>Moderator:</b> Ms. Teresa Albano, Economic Affairs Officer, Economic Governance Unit, OSCE/OCEEA</p>	<b>16:00-16:45</b>
<p><b>Close of Day 1 of the Conference</b></p>	<b>16:45-17:00</b>
<b>RECEPTION 18:30- 20:00</b>	

Day 2, 18 May 2017	
<p><b>Working Session III: The role of local government in the migrant integration process</b></p> <ul style="list-style-type: none"> <li>- Mr. Ohene Aboagye, Director for Resettlement Division, the Directorate of Integration and Diversity (IMDi), Norway</li> <li>- Local Authorities’ Representatives, Republic of Moldova (Mereni, Rezeni)</li> </ul> <p><b>Moderator:</b> Mr. Juris Gromovs, Migration and Freedom of Movement Adviser, Democratization Department, ODIHR</p> <p><i>Working Session III will focus on the division of relevant roles between line ministries and local government in the migrant integration process and will review different national models applied by OSCE participating States. The session will discuss States’ experiences of involving local authorities in migrant integration, especially in the context of the ongoing migration and refugee crisis, and will identify relevant and recent good practices.</i></p>	<b>09:00-10:40</b>
<b>COFFEE BREAK 10:40 – 11:10</b>	
<p><b>Working Session IV: The role of civil society actors in assisting the OSCE participating States in the area of migrant integration</b></p> <ul style="list-style-type: none"> <li>- Ms. Shannon Pfohman, Policy and Advocacy Director, Caritas Europa</li> <li>- Mr. Brian Killoran, CEO, the Immigrant Council of Ireland, Ireland</li> <li>- Ms. Sandra Zalcmane, Chairperson, NGO “Shelter ‘Safe House’”, Latvia</li> <li>- Mr. Ion Braga, Counselling Advisor, Integration Foundation, Estonia</li> <li>- NGOs from Moldova (CDA, Ave Copiii, CCR, ANTEM, Memoria)</li> </ul> <p><b>Moderator:</b> Ms. Olga Poalelungi, Director, Bureau for Migration and Asylum, Ministry of Interior, the Republic of Moldova</p>	<b>11:10-12:45</b>

<i>Working Session IV will focus on the role of civil society in the migrant integration process, looking at how co-operation/partnerships with state authorities responsible for migrant integration are established and maintained, sharing good practices and relevant recommendations.</i>	
<b>Closing Session: Presentation of the main conclusions and recommendations for ways forward</b> Final discussion points and observations from participants.  <b>Final remarks</b> <ul style="list-style-type: none"><li>- Ms. Olga Poalelungi, Director, Bureau for Migration and Asylum, Ministry of Interior, the Republic of Moldova</li><li>- Ms. Christine Hirst, Deputy Head of Democratization Department, ODIHR</li></ul> <i>The Closing Session will provide an overview of the main conclusions and recommendations of the conference developed by participants during the previous Working Sessions.</i>	<b>12:45-13:30</b>
<b>LUNCH 13:30-14:30</b>	



## **ANNEX 2: LIST OF PARTICIPANTS**

### **ARMENIA**

**Ms Irene Hakobyan**  
Head of Integration Unit, State Migration Service

### **AUSTRIA**

**Ms Bernadette Malkiel**  
Austrian Integration Fund

### **BULGARIA**

**Ms Agnes Nikolova**  
Expert, Free Movement of Workers, Migration and Integration Unit, Labour Market and Labour Mobility Policy Directorate, Ministry of Labour and Social Policy

### **CZECH REPUBLIC**

**Mr Petr Novak**  
Head of Unit for Resettlement and Integration of Refugees, Department for Asylum and Migration Policy, Ministry of Interior

### **ESTONIA**

**Mr Ion Braga**  
Counselling Advisor, Integration Foundation

### **FINLAND**

**Ms Terhi Martins**  
Senior Planning Officer, Integration of Immigrants Centre for Economic Development, Transport and the Environment, Uusimaa Region

**Mr Juha-Pekka Suomi**  
Senior Advisor in Legal Affairs, Ministry of Economic Affairs and Employment

### **GEORGIA**

**Ms Irma Gelashvili**  
Chief Specialist at the Labour Relations and Social Partnership Division, Labour and Employment Policy Department, Ministry of Labour, Health and Social Affairs

### **IRELAND**

**Mr Brian Killoran**  
CEO, the Immigrant Council of Ireland

### **LATVIA**

**Ms Sandra Zalcmāne**  
Chairperson, NGO "Shelter 'Safe House'"

### **NORWAY**

**Mr Ohene Aboagye**  
Director for Resettlement Division, the Directorate of Integration and Diversity (IMDi)

**Ms Shahnaz Amin Haag**  
Advisor, IMDi West

### **POLAND**

**Mr Piotr Kowalczyk**  
Vice-President for Social Policy Issues, Gdansk Municipality

**Mr Grzegorz Szczuka**  
Social Development Department, Gdansk Municipality

**PORTUGAL**

**Ms Marina Portugal**

Deputy Director of Central Directorate for Immigration and Documentation, the Immigration and Borders Service

**Ms Joana Fernandez**

Senior Adviser, International/External Co-operation and Public Relations Department, Immigration and Borders Service

**REPUBLIC OF MOLDOVA**

**Mr Oleg Babin**

Vice-Minister of Interior of the Republic of Moldova

**Ms Olga Poalelungi**

Director, Bureau for Migration and Asylum

**Ms Tatiana Ciumas**

Head of Integration and Accommodation Unit, Bureau for Migration and Asylum

**Mr Iulian Popov**

Head of Asylum and Integration Unit, Bureau for Migration and Asylum

**Ms Olesea Cotoman**

Deputy Head of Legislation, Coordination and Data Management Directorate, Bureau for Migration and Asylum

**Mr Ruslan Mazur**

Superior Specialist, Bureau for Migration and Asylum

**Mr Valeriu Stratila**

Head of Accommodation Center, Bureau for Migration and Asylum

**Ms Luminița Avornic**

Deputy Head, Primary, Emergency and Community Assistance Department, Ministry of Health

**Ms Nelea Prodan**

Deputy Head, Medical Staff Management, Ministry of Health

**Ms Cristina Lesnic**

Head, General Department for International Relations and EU Integration, Ministry of Internal Affairs

**Ms Ludmila Pavlov**

Head of the Department for International Relations and European Integration, Ministry of Education

**Mr Ion Mischevca**

Consultant of the International Cooperation Department, Ministry of Culture

**Ms Aliona Cretu**

Head of the Migration and Demographic Policies Department, Ministry of Labour, Social Protection and Family

**Ms Djulieta Popescu**

Head of Social Assistance Policy Department, Ministry of Labour, Social Protection and Family

**Ms Galina Bujor**

Head of Social Services Policy Unit within the Social Assistance Policy Department, Ministry of Labour, Social Protection and Family

**Mr Gheorghe Trofim**

Head of Family Policy and Social Assistance for Children Unit, Ministry of Labour, Social Protection and Family

**Mr Ghenadie Slobodeniuc**

Main Consultant, Bureau for Diaspora Relations

**Mr Ion Stingaci**

Deputy Head of the Department of Implementing Employment Policies, National Employment Agency

**Ms Ana Cigorean**

Head of External Pensions Division within the General Department for International Relations, Bilateral Agreements and Communication, National House of Social Insurance

**Ms Raisa Flocea**

Deputy Head of the Relations with Beneficiaries Department, National Health Insurance Company

**Ms Irina Banova**

Chişinău City Hall / Social Assistance

**Mr Vladimir Danila**

Deputy Head of the Municipal Directorate for the Protection of the Rights of the Child, Chişinău City Hall / Child Protection

**Mr Ion Cretu**

Mayor, Răzeni City Hall

**Ms Ludmila Colesnice**

Deputy Mayor, Mereni City Hall

**Ms Tatiana Romaniuc**

Deputy Mayor, Cahul City Hall

**Ms Natalia Postaru**

Project Coordinator, NGO Law Center of Advocates

**Ms Lucia Cucu**

Director, National Association of European Trainers from Moldova (ANTEM)

**Mr Ahmad Djavid Paknehad**

Director/Cultural Mediator, NGO Charity Center for Refugees

**Ms Svetlana Visanu**

Psychotherapist, Rehabilitation Center for Torture Victims "Memoria"

**Mr Ilie Bostan**

Capacity Development Specialist, Public Association for Child and Family Empowerment "Ave Copii"

**ROMANIA**

**Mr Eleodor Pirvu**

Deputy Director Asylum and Integration Directorate, General Inspectorate for Immigration, Ministry of Interior,

**UKRAINE**

**Ms Nadiia Diachuk**

State Migration Service

**Ms Yuliia Huliai**

State Migration Service

**CARITAS**

**Ms Shannon Pfohman**

Policy and Advocacy Director, Caritas Europa

**Ms Arina Zicu**

Social Projects Co-ordinator, Caritas Moldova

**COUNCIL OF EUROPE**

**Mr Christian Mommers**

Adviser, Office of the Commissioner for Human Rights

**EU DELEGATION TO THE REPUBLIC OF MOLDOVA**

**Mr Alexandru Mocanu**

Project Manager

**INTERNATIONAL CENTRE FOR MIGRATION POLICY DEVELOPMENT (ICMPD)**

**Mr Radim Zak**

Prague Process Coordinator, ICMPD Vienna

**Ms Diana Hincu**

ICMPD Moldova

**INTERNATIONAL ORGANIZATION FOR MIGRATION (IOM)**

**H. E. Antonio Polosa**

Chief of Mission, International Organization for Migration (IOM) in Moldova

**Mr Simion Terzioglo**

National Program Co-ordinator, International Organization for Migration, Mission to the Republic of Moldova

**Mr William Paintsil**

IOM Oslo

**UNHCR**

**Ms Olivera Vukotić**

Regional Integration Officer, UNHCR Regional Representation for Central Europe

**Ms Svetlana Jioara**

Senior Programme Assistant, Office UNHCR Moldova

**OSCE OFFICE OF THE CO-ORDINATOR OF OSCE ECONOMIC AND ENVIRONMENTAL ACTIVITIES (OCEEA)**

**Ms Teresa Albano,**

Economic Affairs Officer, Economic Governance Unit

**OSCE MISSION TO MOLDOVA**

**Mr Vitali Savin**

National Anti-Trafficking and Gender Adviser

**OSCE PROJECT CO-ORDINATOR IN UKRAINE**

**Ms Liliya Grudko**

National Project Officer, CHTB and Migration

**OSCE OFFICE FOR DEMOCRATIC INSTITUTIONS AND HUMAN RIGHTS (OSCE/ODIHR)**

**Mr Juris Gromovs**

Migration and Freedom of Movement Adviser, Democratization Department

**Ms Christine Hirst**

Deputy Head of Democratization Department

**Ms Rita Stafejeva**

Administrative Assistant, Democratization Department

### **ANNEX 3: SELECTED OSCE COMMITMENTS IN THE AREA OF 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>10</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;

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<sup>10</sup> Section "Economic and social aspects of migrant legal" of the Final Act of the Conference on Security and Co-operation in Europe (Helsinki 1975).

- 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 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 Co-operation,
- 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.

## **ABOUT THE 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)).