

Pour engager **interculturel**
le **dialogue et la participation** civique
citoyens au niveau de l'Union dans



MIGRATIONS, INTEGRATION AND CO-DEVELOPMENT IN EUROPE

edited by Prism - Promozione Internazionale Sicilia-Mondo



with the support of

Migranti Solidali, CARDET Centre for advancement of research and development in education, INFOREF Initiatives pour une Formation Efficace, Seiklejate Vennaskond, EFUS European forum for urban security, Aufbruch Neukölln, Inter Alia, Siauliai Municipality Care Home, HUMANA People to people in Latvia, Roma Youth Centre, Centro em Rede de Investigaçõeem Antropologia, Centrul pentru Studiul Comparat al Migratiei, A.D.E.L. Association for Development, Education and Labour, Tudás Alapítvány, Assotiation of European projects in Bulgaria

'Europe for Citizens' programme for the period 2014-2020

Democratic engagement and civic participation, encouraging democratic and civic participation of citizens at Union level - Civil society projects



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*"To engage intercultural
dialogue and civic participation
of citizens at Union level in
the development of common
European policies in the areas
of asylum and migration..."*

Diese Umfrage hat zum Ziel, die Meinung
der EU-Bürger über gegenwärtige Herausforderungen, strategische Prioritäten

αντιλήψεων και συμπεριφορών πολιτών

Para activar el **diálogo** intercultural
participación cívica de los ciudadanos
Unión Europea

FOREWORD

from Fausto Amico

I am pleased to introduce the booklet **Migrations, Integration and Co-Development in Europe**, summarizing the conclusions of a common and participatory project that involved 16 civil society organizations from 15 European countries: Italy, Cyprus, Belgium, Estonia, France, Germany, Greece, Lithuania, Latvia, Former Yugoslav Republic of Macedonia, Portugal, Romania, Slovakia, Hungary, Bulgaria. The project, funded with the support of the “Europe for Citizens” programme, has created an intercultural platform for dialogue and lively cross-border debate among European citizens on policies related to migration and asylum in EU.

According to estimates by the UN Refugee Agency, UNHCR and the International Organization for Migration, IOM, persecution, wars, conflicts and extreme poverty have forced an unprecedented one million people to flee to Europe in 2015. As stated by the European Commission, the EU’s external borders have increasingly been the scene of human tragedies to which the EU, together with its Member States, must take immediate action through a shared and more coordinated approach in accordance with the fundamental values at the heart of the European Union and international laws.

Although migration has become a focus point in the European agenda, policies on migration and asylum remain a controversial issue among many Member States, both on national and local levels. However, the refugee crises should be considered not only as a shared issue among EU Member States, but an humanitarian response to a global emergency.

A common commitment among Member States and European citizens should be strengthened and focused to address the root causes of displacement and migration, to ensure protection and integration of refugees and migrants in the host society, as well as to create the conditions for co-development of a shared and peaceful future. As the UN Secretary-General, Ban Ki-moon, said: “raising wire fences and constructing walls is not the answer” to the refugee crisis.

Fausto Amico

Prism – Promozione Internazionale Sicilia-Mondo



HOW TO USE THE BOOKLET

table of contents

The booklet presents the conclusions of one year of intensive exchange of experiences among a broad audience of citizens from different local communities and countries in Europe, while debating issues for a coherent, shared and comprehensive approach to address the challenges related to migration.

The contents do not necessarily reflect the official views of all partner organizations and do not intend to be exhaustive in their treatments of the subject nor on the specific topics addressed in the current European Agenda on Migration.

Chapter One

The first chapter briefly presents the project, its objectives, activities and the international partnership

Chapter Two

The second chapter presents the state of play on the implementation of the priority actions under the European Agenda on Migration

Chapter Three

The third chapter include the main findings from the online survey that has been launched within the project

Chapter Four

The fourth chapter describes the recommendation for the development of a common EU Policy in the areas of asylum and migration that have been developed by the consortium.

Chapter Five

The fourth chapter reviews the general information on the rules and conditions governing the European Citizens' Initiative, as a possible follow up of the project.

CHAPTER ONE

THE PROJECT:

MIGRATION, INTEGRATION AND CO-DEVELOPMENT IN EUROPE

Citizenship Programme 2014-2020

Council Regulation (EU) No 390/2014 of 14 April 2014 established the 'Europe for Citizens' programme for the period 2014-2020. The aim of this programme is:

To contribute to citizens' understanding of the EU, its history and diversity;

To foster European citizenship and to improve conditions for civic and democratic participation at EU level;

To raise awareness of remembrance, common history and values;

To encourage democratic participation of citizens at EU level, by developing citizens' understanding of the EU policy making-process and, by promoting opportunities for societal and intercultural engagement and volunteering at EU level

Democratic engagement and civic participation, encouraging democratic and civic participation of citizens at Union level

This action is targeted at civil society, in line with the objectives of the Programme and in particular with the objective to : foster action, debate and reflection related to European citizenship and democracy, shared values, common history and culture through cooperation within civil society organisations at European level.

Democratic engagement and civic participation

Democratic engagement and civic participation encourages democratic and civic participation of citizens at Union level. This strand supports activities covering civic participation, focusing in particular on European Union policies, and initiatives developing opportunities for mutual understanding, intercultural learning, solidarity, societal engagement and volunteering at EU level.

Civil society projects

Civil society projects support projects gathering citizens in activities directly linked to EU policies, providing an opportunity for direct participation in the policy making process. Funded activities may include: promotion of societal engagement and solidarity, gathering of opinions, volunteering.

Dates

01/12/2014 – 31/05/2016

The context

The project "Migrations, Integration and Co-Development in Europe" encourages an intercultural dialogue between civil society organizations and citizens from different countries and living communities in Europe to express their views about EU policies related to migration and asylum and more broadly, about the key priorities and strategic actions needed to face common and current challenges. Through a bottom up approach the project involves citizens and members from civil society organisations, local authorities, educational, cultural or

research institutions, town-twinning committees and networks that are active in the migration and asylum field.



karmacamilleeon on Flickr

Countries involved

Italy, Cyprus, Belgium, Estonia, France, Germany, Greece, Lithuania, Latvia, Former Yugoslav Republic of Macedonia, Portugal, Romania, Slovakia, Hungary, Bulgaria.

General objective

To engage intercultural dialogue and civic participation of citizens at Union level in the development of common European policies in the areas of asylum and migration.

Specific objective

To foster a lively and cross-border debate about EU policies related to migration and asylum among civil society organizations and citizens in Europe.

Expected results are:

- *Enhanced awareness, democratic engagement and debate on EU policies related to migration and asylum among civil society organizations and citizens from different countries and local communities in Europe.*
- *Analysis of individual opinions of European citizens about the perception of the refugee crisis through the on-line survey.*
- *Developed recommendations on a common European policy in the areas of asylum and migration through the involvement of experts from civil society organizations, NGOs and local authorities from the participating countries.*
- *Increased cooperation and networking between civil society organizations and citizens that are active in the migrations, asylum and inclusion at EU level.*

The online survey

An online survey has been launched between June 2015 and January 2016 in order to gather individual opinions on perception about the phenomenon and feedbacks about current policies on migration and asylum policy from citizens of all participating countries.

The international workshop on “Migration, integration and co-development in Europe”

An initial international workshop on “Migration, integration and co-development in Europe” was hosted in Caltanissetta, Italy, on 8-10 May 2015 involving over 50 participants from Italy, Cyprus, Belgium, Estonia, France, Greece, Lithuania, Latvia, Former Yugoslav Republic of Macedonia, Portugal, Romania,

Slovakia, Hungary, Bulgaria. The workshop included the active participation of experts from local organizations involved in the migration field in Sicily.

The agenda included:

- *The European scenario on migration and asylum.*
- *Forum space: scenarios and experiences in each participating country.*
- *The European policies on Migration and Asylum: the European directives, the Treaty of Lisbon, the Dublin Regulation, the EASO "European Asylum Support Office" and the "CEAS- Common European Asylum System.*
- *AMIF - Asylum Migration Integration Fund 2014/2020.*
- *Vulnerable groups: victims of violence and torture, other targeted groups.*
- *Practices and experiences on the field: the role of intercultural mediation by "Migranti solidali", social innovation for integration and new opportunities by "Caritas Agrigento & Fondazione Mondoaltro", the protection of unaccompanied foreign minors by Girasoli onlus.*
- *Co-development workshops: new perspectives on shared policies.*

The final international seminar "A common European migration policy"

A final international seminar "A common European migration policy" was hosted in Caltanissetta, Italy, on 3-4 October 2015 involving over 50 participants from Italy, Cyprus, Belgium, Estonia, France, Greece, Lithuania, Latvia, Former Yugoslav Republic of Macedonia, Portugal, Romania, Slovakia, Hungary, Bulgaria.

The seminar included the active participation of experts from local organizations involved in the migration field in Sicily.

The agenda included:

- *The project "Migration, Integration and Co-development in Europe".*
- *Refugee crisis: Migration to Europe explained in graphics.*
- *From migration's causes to integration: the European agenda.*
- *Monitoring the implementation of the migration policy: data, corruption and recommendations.*
- *Migratory routes to Europe: testimonials by "Migranti solidali" from Afghanistan, Baluchistan, Kashmir and Ghana.*
- *Forum space: presentation of recommendations by national delegations.*
- *A European Citizens' Initiative: a shared EU policy on migration and asylum.*
- *Reflections and follow-up.*

Recommendations in the areas of asylum and migration

Both partner organizations and participants have been invited to discuss and debate issues from the European political agenda in the areas of asylum and migration in order to develop possible recommendations. The final recommendations have been developed by comparing diverse perspectives from different local communities in Europe and drawing conclusions through the interactions of a plurality of point of views.

Dissemination and exploitation activities have taken place at both local and EU level by all partner organizations.

The partnership



Prism-Promozione Internazionale Sicilia-Mondo

- Italy, Caltanissetta (Project coordinator)

Prism acts as a local development agent encouraging transnational cooperation on policies promoted by the European Commission. The association is intended as a laboratory where both public and private organizations and individuals with related interests can converge, exchange ideas and collaborate to develop projects that promote the economic, social and cultural development of the territory.

website: associazioneprism.eu



Migranti Solidali - Italy, Caltanissetta

The Association is a migrant self help organization that unrolls social activities concerning intercultural mediation, orientation, information and support of refugees and migrants, including educational workshop, events and seminars that promote intercultural dialogue and exchange at both local and international level.

facebook page: [Aps Migranti Solidali](https://www.facebook.com/ApsMigrantiSolidali)



Seiklejate Vennaskond - Estonia, Tartu

Seiklejate Vennaskond is non-governmental non-profit organization active in youth field from Tartu, Estonia. Organization target groups include young people 13-30, youth workers

and youth leaders. Organization helps young people to take initiative and put their good ideas into practice.

website: sciklejad.org



Inter Alia - Greece, Athens

Inter Alia is a civic organization and a think-tank based in Athens, Greece. Its mission is to raise the capacity and awareness of European citizens on the available channels for acting, participating & shaping Europe. The four main tools for action are: Analysis, Debate, Networking and Research.

website: interaliaproject.com



Centre for advancement of research and development in education - Cyprus, Lefkosia

CARDET is an independent, non-profit, non-governmental, research and development organization based in Cyprus with partners around the world. CARDET's mission is to inspire next generation education, and to promote research, innovation, and development through evidence-based practices, cutting-edge research, and empowered people.

website: cardet.org



INFOREF Initiatives pour une Formation Efficace - Belgium, Liege

INFOREF is an association to promote the use of information and communication technolo-

gies as well as innovative teaching methods. INFOREF provides training for teachers and adults and has participated for twenty years in national and European projects related to education and learning.

websitc: inforef.bc



A.D.E.L. - Association for Development, Education and Labour - Slovakia, Stropkov

A.D.E.L. is an organization, which creates opportunities for personal and professional development of young people. A.D.E.L. aims to enrich the educational, social and cultural life of young people living in the country, with a focus on young people with fewer opportunities and coming from Eastern Slovakia.

websitc: adelslovakia.org



HUMANA People to people in Latvia - Latvia, Riga

Humana People to People in Latvia is a non-governmental organization, founded in 2006. Its aim is to promote public awareness of development issues, calling for everyone to understand their role in the modern world and to play an active and responsible behavior in its creation.

websitc: hpplatvia.com



Siauliai Municipality Care Home - Lithuania,

Siauliai

Šiaulių miesto savivaldybės globos namai is the Šiauliai Municipal social services agency. The main purpose of this organization is to provide social services for disabled people, old and elderly people and migrants who live in Lithuania.

websitc: globosnamai.siauliai.lt



Aufbruch Neukölln - Germany, Berlin

Aufbruch Neukölln is committed to the convention that migration benefits migrants and society. Our mission is to advance understanding of migration issues, uphold the human dignity and well-being of migrants, support migrants in the process of integration.

websitc: aufbruch-neukoelln.de



EFUS - European forum for urban security - France, Paris

Created in 1987, the European Forum for Urban Security (EFUS) is the only European network of local and regional authorities dedicated to urban security. Bringing together nearly 250 cities and regions from 16 countries, it aims to strengthen crime reduction policies and to promote the role of the local level in the design and implementation of national and European policies.

websitc: cfus.eu



Tudás Alapítvány - Hungary, Hódmezővásárhely

The Tudás Alapítvány (Foundation for Knowledge) was formed in 1994. Its objectives are: to support young artists and their art exhibitions; to support lecturers and researchers; to support book and journal publishing; ; to release various publications; to organise scientific and cultural conferences; to present and support Hungarian culture abroad; to support the studies of talented students.

website: tudasalapitvany.hu



Centro em Rede de Investigação em Antropologia - Portugal, Lisbon

CRIA is an inter-institutional centre devoted to advanced training and research in anthropology. CRIA promotes new research opportunities providing scientific research leadership and optimizing intellectual and material resources. One of the fundamental areas of research at national and international level is the development of projects within the area of migration, refugees, and mobility.

website: cria.org.pt



Roma Youth Centre - Former Yugoslav Republic of Macedonia, Kumanovo

Roma Youth Centre is a non-governmental, non-profit Roma youth voluntary organization. RYC is active youth organization lead by Roma youth working on the empowerment of young people, in particular Roma, to help them be active part of the civic society and the community they live in, to represent the voice of the new generation as potential of tomorrow.

facebook page: Roma Youth Centre

Centrul pentru Studiul Comparat al Migrației

Romanian Center for Comparative Migration Studies

Centrul pentru Studiul Comparat al Migrației - Romania, Cluj Napoca

Romanian Center for Comparative Migration Studies was established in 2011. Starting with 2013 it is affiliated to the Faculty of Sociology and Social Work at Babes-Bolyai University in Cluj-Napoca, Romania. The Center deals with topics such as international migration, forms and dynamics of international migration, transnational migration, and transnational citizenship.

website: migrationcenter.ro



Association of European projects in Bulgaria - Bulgaria, Varna,

Association "European projects in Bulgaria" is a no-profit organization who works in interaction with social institutions, schools, public entities and individuals in the field of social work, psychology, computer science, health, law, art and volunteering.

facebook page: Association of European Projects in Bulgaria

Details of the project:



Facebook page:

Migrations, Integration and Co-Development in Europe



The online survey:

<http://goo.gl/forms/c6agQJN7yn>



Twitter:

MigrationSurvey



Email:

info@assoziazioncprism.eu

CHAPTER TWO

THE EUROPEAN AGENDA ON MIGRATION AND ASYLUM

Migration to Europe

Migration is a phenomenon that has contributed to shape the history of mankind. There are over 60 million refugees or internally displaced people across the globe – the most severe refugee crisis since the Second World War. Refugee and migrant flows in Europe are at an unprecedented high. According to UN in 2015, more than a million people have made the treacherous journey to Europe across the Mediterranean Sea. Coping with migration has become a serious challenge for the EU and its Member States.

Conflict and crisis in Syria, the collapse of the central state in Libya and other conflicts such as in Somalia and Eritrea, the increased instability in Iraq, Afghanistan, Pakistan caused by religious extremist and militant groups such as ISIS, have displaced millions of persons as a result of radicalization, violence, persecution and repression. Further trends in demographics, climate change, poverty and massive exploitation of multinational corporations affecting especially sub-Saharan African countries, all played a part in the record numbers of migrants and refugees arriving in Europe.

Increasing numbers of refugees and migrants take their chances aboard uncertain boats in an attempt to reach Europe. The vast majority of those attempting this dangerous journey are in need of international protection,

fleeing wars and instability in their country of origin. Children are among the most at risk of refugees and migrants. Huge flows of human beings are risking their lives to reach Europe, which offers the possibility of security, safety, and eventually building a future.

The Context

The Directorate-General Migration and Home Affairs (DG HOME) is responsible for developing EU policies on asylum. The 1951 Geneva Convention relating to the status of refugees (as amended by the 1967 New York Protocol) has, for over 60 years, defined who is a refugee, and laid down a common approach towards refugees that has been one of the cornerstones for the development of a common asylum system within the EU. Since 1999, the EU has worked towards creating a common European asylum regime in accordance with the Geneva Convention and other applicable international instruments. A number of directives in this area have been developed.

New rules were agreed in 2011 and 2013 setting out common high standards and stronger co-operation measures to ensure that asylum seekers are treated equally in an open and fair system – wherever they apply (second stage of the Common European Asylum System).

These instruments are:

- *The revised Asylum Procedures Directive aims at fairer, quicker and better quality asylum decisions. Asylum seekers with special needs will receive the necessary support to ex-*

plain their claim and in particular there will be greater protection of unaccompanied minors and victims of torture.

● The revised Reception Conditions Directive ensures that there are humane material reception conditions (such as housing) for asylum seekers across the EU and that the fundamental rights of the concerned persons are fully respected. It also ensures that detention is only applied as a measure of last resort.

● The revised Qualification Directive clarifies the grounds for granting international protection and therefore will make asylum decisions more robust. It will also improve the access to rights and integration measures for beneficiaries of international protection.

● The revised Dublin Regulation (Dublin II) enhances the protection of asylum seekers during the process of establishing the State responsible for examining the application, and clarifies the rules governing the relations between states. It creates a system to detect early problems in national asylum or reception systems, and address their root causes before they develop into fully fledged crises.

● The revised EURODAC Regulation improves the functioning of the EU database of the fingerprints of asylum seekers to make it easier for States to determine responsibility for examining an asylum application. It will allow law enforcement access to this database under strictly limited circumstances in order to prevent, detect or investigate the most serious crimes, such as murder, and terrorism.

The Hague programme was adopted by heads of state and government on 5 November 2004. It puts forward the idea of a common

European asylum system (CEAS), in particular, it raises the challenge to establish common procedures and uniform status for those granted asylum or subsidiary protection. The European Commission's policy plan on asylum (COM(2008) 360 final) was presented in June 2008 which included three pillars to underpin the development of the CEAS:

- bringing more harmonisation to standards of protection by further aligning the EU Member States' asylum legislation;
- effective and well-supported practical cooperation;
- increased solidarity and sense of responsibility among EU Member States, and between the EU and non-member countries.

With this in mind, in 2009 the European Commission made a proposal to establish a European Asylum Support Office (EASO). The EASO supports EU Member States in their efforts to implement a more consistent and fair asylum policy. It also provides technical and operational support to EU Member States facing particular pressures (in other words, those EU Member States receiving large numbers of asylum applicants). The EASO became fully operational in June 2011 and has worked to increase its capacity, activity and influence, working with the European Commission and the United Nations High Commissioner for Refugees (UNHCR).

In May 2010, the European Commission presented an action plan for unaccompanied minors (COM(2010) 213 final), who are regarded as the most exposed and vulnerable

victims of migration. This plan aims to set-up a coordinated approach and commits all EU Member States to grant high standards of reception, protection and integration for unaccompanied minors.

A comprehensive approach to migration

On 13 May 2015, the European Commission presented the “European Agenda on Migration” outlining the immediate measures that will be taken in order to respond to the crisis situation in the Mediterranean as well as the steps to be taken in the coming years to better manage migration in all its aspects. The EU’s external borders have increasingly been the scene of human tragedies to which the EU, together with its Member States, must take immediate action. At the same time, migration needs to be better managed in all its aspects; through this new Agenda, the EU aims at providing its Member States with tools to do so in the medium as well as long term. Migration management is a shared responsibility, not only among EU Member States, but also vis-à-vis non-EU countries of transit and origin of migrants. By combining both internal and external policies, the Agenda provides a new, comprehensive approach grounded in mutual trust and solidarity among EU Member States and institutions. The concrete and immediate actions that will be taken include:

- *Tripling the capacities and assets for the Frontex joint operations in 2015 and 2016;*
- *Proposing the first ever activation of the emergency mechanism to help Member*

states confronted with a sudden influx of migrants under Article 78(3) TFEU;

- *Proposing an EU-wide resettlement scheme to offer 20 000 places distributed in all Member States with a dedicated extra funding of €50 million for 2015 and 2016;*
- *A possible Common Security and Defence Policy (CSDP) operation to dismantle traffickers’ networks and fight smuggling of people, in accordance with international law.*

The medium-term initiatives of the new Agenda on Migration are grouped in four pillars:

- *Reducing the incentives for irregular migration;*
- *Border management – saving lives and securing external borders;*
- *Strengthening the common asylum policy to ensure a full and coherent implementation of the Common European Asylum System;*
- *A new policy on legal migration, aiming to maintain a Europe in demographic decline as an attractive destination for migrants.*

Relocation

Relocation is the transfer of persons having an international protection status within the meaning of Directive 2011/95/EU from the Member State which granted them international protection to another Member State where they will be granted similar protection and of persons having applied for international protection from the Member State which is responsible for examining their application to another Member State where their applications for international protection will be examined. Relocation is a voluntary system requiring for its implementation

Member States' pre-agreement to such transfers. Asylum applications are unevenly distributed among Member States. In 2014, 72% of the total asylum applications in the EU were received in only 4 Member States: Germany, Sweden, Italy, France. In September 2015, the Council adopted two Decisions establishing a temporary emergency relocation mechanism to relocate 160,000 persons in clear need of international protection from Italy, Greece and Hungary over 2 years. Relocation can only apply to applicants for which the average recognition rate of international protection at the EU level is above 75%. Currently three nationalities have such high recognition rates: Syrians, Eritreans and Iraqis.

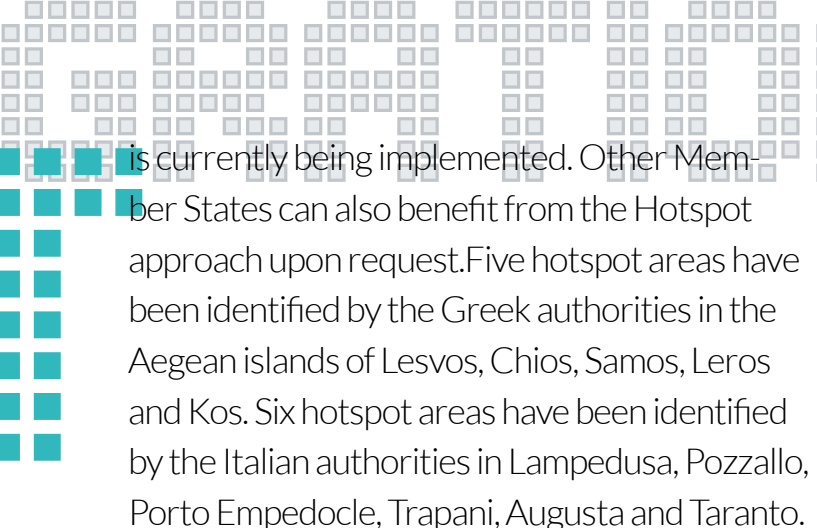
Resettlement

Resettlement is the process whereby, on a request from the United Nations High Commissioner for Refugees ('UNHCR') based on a person's need for international protection, non-EU nationals are transferred from a non EU country and established in a Member State. Currently, resettlement of refugees is voluntary, with EU efforts being a sum of all national actions. 14 Member States resettle, with three other Member States resettling on ad hoc basis, while the rest does not participate in resettlement despite political expressions of good will. Following the Commission's Recommendation, Member States adopted in July 2015 a plan to resettle 22,504 displaced persons from outside the EU who are in clear need of international protection, through multilateral and national

schemes. The priority areas for resettlement are the Middle East, North Africa and the Horn of Africa. According to information communicated by Member States, 3,358 people had been resettled by the end of 2015. The Commission will soon bring forward a horizontal resettlement initiative to ensure a collective approach to resettlement as a central tool in the EU's assistance to countries hosting large numbers of refugee populations.

Hotspots

As part of the immediate action to assist frontline Member States which are facing disproportionate migratory pressures at the EU's external borders, in the European Agenda on Migration presented in May, the European Commission proposed to develop a new Hotspot approach. The European Asylum Support Office (EASO), EU Border Agency (Frontex) EU Police Cooperation Agency (Europol) and EU Judicial Cooperation Agency (Eurojust) will work on the ground with the authorities of the frontline Member State to help to fulfil their obligations under EU law and swiftly identify, register and fingerprint incoming migrants. The work of the agencies will be complementary to one another. The Hotspot approach will also contribute to the implementation of the temporary relocation schemes proposed by the European Commission on 27 May and 9 September: people in clear need of international protection will be identified in frontline Member States for relocation to other EU Member States where their asylum application will be processed. Italy and Greece are the first two Member States where this Hotspot approach



is currently being implemented. Other Member States can also benefit from the Hotspot approach upon request. Five hotspot areas have been identified by the Greek authorities in the Aegean islands of Lesbos, Chios, Samos, Leros and Kos. Six hotspot areas have been identified by the Italian authorities in Lampedusa, Pozzallo, Porto Empedocle, Trapani, Augusta and Taranto.

EU Civil Protection Mechanism

The Civil Protection Mechanism has been used to provide humanitarian assistance to five countries dealing with emergency situations due to the unprecedented flow of refugees across their territory. Four requests are still active, from Serbia, Slovenia, Croatia, and Greece. A total of 15 countries have made offers of assistance, providing items such tents, sleeping bags and bedding, personal protective items, heating and lighting equipment, and electricity generators.

A Return Policy

The European Union is currently working on an action plan for an effective return policy. The Action Plan will ensure the following measures are taken by the Commission, Member States, EU Agencies, and third countries: full and correct application of EU rules; enhanced practical cooperation among Member States; improved cooperation with third countries; reinforced administrative systems in Member States.

The state of art

As European leaders struggle to respond to the growing number of refugees crossing their countries' borders, divisions persist among EU member states over how to manage the con-

tinents worst humanitarian crisis since World War II. The arrivals observed throughout 2015 have been concentrated in both Greece – accounting for more than 800,000 in 2015 alone – and Italy. These two “frontline” states, have been faced with the logistical challenge of organising the first reception and identification of migrants. Coordination and full implementation on the ground has been lacking. According to Dublin regulation and EURODAC, frontline states would have been responsible for fingerprinting all arriving persons, receiving their claims, and in most cases – given that Dublin assigns responsibility primarily to the state of first entry – processing them as well as organizing long-term reception or return. A large number of those who arrived on Greek shores in particular have moved on to other Member States via the “Balkan route”. Failed identification in the first state of entry raised security concerns and rendered the Dublin system practically inapplicable. Destination and transit states reacted with a flurry of unilateral responses ranging from the temporary reintroduction of checks at internal borders, to the erection of barbed wire fences, to the announcement of national ‘caps’ on the number of persons who would be admitted to claim asylum. The European Commission reported on 10 February 2016 on progress made on measures to tackle the refugee and migration crisis in Italy, Greece and along the Western Balkans Route. While it is clear that much more needs to be done to achieve a sustainable system of migration management, there should be no illusions that the refugee crisis will end before its root causes are addressed in a more holistic and adequate manner.



CHAPTER THREE

THE SURVEY ON MIGRATION AND ASYLUM

Survey background and objectives

The “Migrations, Integration and Co-Development in Europe” EU-wide survey responds to a request for data on the awareness and opinions of European citizens on current challenges and priorities for the development of a common EU Policy in the areas of asylum and migration.

The survey has the following objectives:

- *to understand perceptions, awareness and knowledge of European citizens about the phenomenon and the “new multicultural scenario”.*
- *to understand attitudes of European citizens towards different policy options in the area of migration and asylum;*

In co-operation with the project partners a relatively short questionnaire was developed and tested across all participating countries. The questionnaire was made available through the website and social channels of the consortium. All partner organizations informed and involved respondents from their European, national and local networks to participate in the survey. Experts were invited to answer the questionnaire also at the occasion of the final international seminar in Italy on October 2015.

In total, N. 844 questionnaires were completed between June 2015 and January 2016, by

citizens and migrants from all 28 EU Member States. Participants in the survey were 57.4% females and 42.6%. The questionnaire was translated in English, Italian, Greek and Polish. The results in this report present the perceptions and the opinions of the interviewees.

The questionnaire was grouped around the following main topics:

- *Awareness of the phenomenon*
- *Asylum seekers, refugees and economic migrants*
- *Common European policies on migration and asylum*
- *Integration and co-development*
- *Common and shared policies*

A copy of the questionnaire can be found in the annex.

Awareness of the phenomenon

89.5% of the respondents declare to be enough informed about the phenomenon of “migration”, only 4.1% declare to have a low knowledge of the issue.

44.9% of the respondents believe that the phenomenon of “migration” is strongly affecting his/her country. 30.8% say that the phenomenon of “migration” is moderately affecting his/her country. 20.8% appear to exhibit lower levels of concern about the issue.

56.1% of the respondents declare that the percentage related to the presence of non EU migrants in his/her country is less than 10% of the resident population. 21.8% declare in between 10 and 30% of the resident

population. 18.2% declare over 30% of the resident population.

36.2% of the respondents declare that the percentage related to the presence of non EU migrants in Europe is less than 10% of the resident population. 24.7% declare in between 10 and 30% of the resident population. 33.8% declare to have a low knowledge of the issue.

More than half of all respondents (62%) say that the majority of migrants that come to live in her/his country come from different cultures and ethnic groups. 21.9% say that the migrants that come to live in her/his country are almost equally divided. 7% declare to have a low knowledge of the issue.

Asylum seekers, refugees and economic migrants

In general, 88.8% of the respondents declare to know the reasons and causes related to migration. 8% admit their lack of knowledge about the issue.

49.7% of the respondents believe that the majority of migrants is seeking international protection, refuge and asylum. 37.9% believe that most of them are economic migrants who arrive for work or other reasons. Only a little percentage admit their lack of knowledge about the issue.

38.8% of the respondents think that her/his country considers “only a little” the respect of civil and social rights, particularly for migrants, as a national priority. 27.1% think “enough”, while 18.8% think that her/his country does not consider the respect of civil and social rights at all.

61.1% of the respondents know about policies for services of reception and integration for migrants that are promoted in her/his country.

20.4% is not sure, while 16.5% say that there are not such policies in her/his country.

93.9% of the respondents declare to know the difference between an “economic migrant” and a “refugee or beneficiary of international protection”. Only a little percentage declare to be not sure.

62.9% of the respondents declare to know the difference between an “asylum seeker” a “refugee or beneficiary of international protection”. 36.5% declare to be not sure.

65.9% of the respondents do not know the meaning of “IDP”, only 23.5% are aware that “IDP” stand for “internal displaced person”.

56.3% of the respondents declare to know the reasons for having granted the “international protection”, 41.9% declare to be not sure.



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Migrant population

According to EUROSTAT, on 1 January 2014, the number of people residing in an EU Member State with citizenship of a non-member country on 1 January 2014 was 19.6 million, representing 3.9 % of the EU-28 population, while the number of people living in the EU-28 who had been born outside of the EU was 33.5 million. An analysis of the age structure of the population shows that, for the EU-28 as a whole, the foreign population was younger than the national population.

Main destination countries

More than 487,000 people have arrived at Europe's Mediterranean shores in the first nine months of 2015, double all of 2014. The journey is fraught with danger, nearly 3,000 people have perished crossing the Mediterranean this year alone, not counting those who lost their lives on the route. According to Eurostat, the highest number of first time asylum applicants in the third quarter of 2015 was registered in Germany and Hungary (both with slightly over 108 000 applicants, or 26% each of total applicants in the EU Member States), followed by Sweden (42 500, or 10%), Italy (28 400, or 7%) and Austria (27 600, or 7%). These 5 Member States together account for more than 75% of all first time applicants in the EU-28.

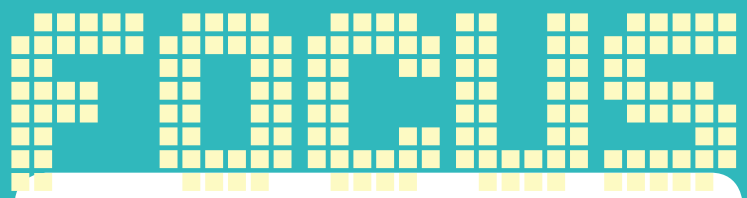
Refugees in Turkey, Jordan and Lebanon

The Arab region has come to host more than one-third of the world's refugees, with Lebanon and Jordan under significant strain. Lebanon, a small country with a native population of less than 5 million, has over 1 million Syrian refugees. Jordan, with a population of less than 7 million, is host to over 600,000 Syrian refugees, in addition to an estimated 800,000 Syrians that were living in the country before the crisis according to the government. Turkey now hosts the world's largest community of Syrians displaced by the ongoing conflict in their country. According to United Nations estimates, Turkey's Syrian refugee population was more than 1.7 million as of mid-March 2015, and the large unregistered refugee population may mean the true figure is even larger.

Where do refugees come from?

According to Eurostat, citizens of 149 countries sought asylum for the first time in the EU in the third quarter of 2015. Syrians, Afghanis and Iraqis were the top 3 citizenships of asylum seekers, lodging around 138 000, 56 700 and 44 400 applications respectively. Other refugees and migrants come from Eritrea, Kosovo, Nigeria, Somalia and several West African states including Senegal, Gambia, and Mali. Of those submitting asylum claims, Syrians and Eritreans are the most likely to be granted protection (more than 90 percent of both groups receive refugee status or another form of protection). Afghans, Iraqis, and Somalis are also likely to be granted refugee protection.





Differences between asylum seekers, refugees and economic migrants

The terms asylum-seeker and refugee are often confused: an asylum-seeker is someone who says he or she is a refugee, but whose claim has not yet been definitively evaluated. An asylum seeker is defined as a person fleeing persecution or conflict, and therefore seeking international protection under the 1951 Refugee Convention on the Status of Refugees; a refugee is an asylum seeker whose claim has been approved. However, the UN considers migrants fleeing war or persecution to be refugees, even before they officially receive asylum. An economic migrant, by contrast, is a person whose primary motivation for leaving his or her home country is economic gain. The term “migrant” is seen as an umbrella term for all three groups.

Asylum & refugee status

A person will be granted asylum if she/he resides outside her/his home country or country of permanent residence because she/he has a justifiable reason to fear persecution there. The reason for persecution must be related to origin, religion, nationality, membership in a certain social group, or political opinions.

Refugee status is granted to:

- a foreigner who has obtained asylum in EU member states;
- a foreigner who has obtained a residence permit based on exile and has been admitted into EU member states under the refugee quota;
- an above-mentioned foreigner's family member who has obtained a residence permit on the basis of family ties and who is considered a refugee.

Application for international protection

An application for international protection refers to an application for asylum as defined in Art. 2(h) of European Union Directive 2011/95/EU, i.e. including requests for refugee status or for subsidiary protection status, irrespective of whether the application was lodged on arrival at the border, or from inside the country, and irrespective of whether the person entered the territory legally or illegally.

Internal Displacement Person

According to UNHCR, the term “internal displacement” describes situations in which individuals and groups are forced or obliged to leave and remain away from their homes, but remain within the borders of their own countries. The second element distinguishes them from refugees, who are also involuntarily displaced but across internationally recognized state borders. Internal displacement occurs typically in response to armed conflict, persecution, situations of widespread violence, and natural and human made disasters.

Residence permit on the basis of subsidiary protection

If a person does not meet the requirements for obtaining asylum, she/he may be granted a residence permit on the basis of subsidiary protection, or subsidiary protection status, as a result of filing her/his application for asylum. The permit may be granted if the person is in danger of death penalty, execution, torture or other treatment or punishment that is inhuman or violates human dignity in her/his home country or country of permanent residence. The permit may also be granted if a person is unable to return to her/his home country or country of permanent residence without running into serious personal danger because of an armed conflict prevailing there.

Residence permit on the basis of humanitarian protection

If a person does not meet the requirements for asylum or subsidiary protection, she/he may be granted a residence permit on the basis of humanitarian protection. A residence permit may be granted if a person is unable to return to her/his home country or country of permanent residence due to an environmental catastrophe that has taken place there or because of a poor security situation there. Such a poor security situation may be caused by an armed conflict or a difficult human rights situation

Causes of the migration to Europe

The record movement of people into Europe is a symptom of a record level of disruption around the globe, with numbers of refugees and internally displaced people. The civil war in Syria and Somalia, the increasing violence in Iraq, Afghanistan, Pakistan and the chaos in African nations like Libya have created millions of refugees who are trying to escape theatres of war and conflict. However, at the same time thousands of economic migrants are also tagging along in search of a better life. According to the Migration Policy Institute, the flows themselves are extremely complex and driven by a complicated mix of factors. Although the majority of those arriving have protection needs (approximately three-quarters will qualify for refugee status or other protection), many are departing for Europe not from their countries of origin—where they face violence and persecution—but from places of first asylum, such as Turkey and Jordan, that have become overwhelmed by protection responsibilities. Globally, 86% of refugees are hosted in the developing world, which is rife with its own economic and political challenges.

What conditions do these migrants face in Europe?

The Reception Conditions Directive establishes common standards of conditions of living of asylum applicants. It ensures that applicants have access to housing, food, health care and employment, as well as medical and psychological care. However, many rights groups contend that a number of migrants' reception centres violate the European Convention on Human Rights, which prohibits inhuman or degrading treatment.



Current European policies on migration and asylum

50.7% of the respondents believe that is right to provide rescue to all the migrants that are entering the EU countries without a legal entitlement, but there is a need of shared policies to manage the interventions of assistance. 28.4% believe that is right because the majority are people fleeing from serious conflicts and crisis situations. 19.1% believe that this kind of help produces only an increase of irregular migrants entering the EU countries.

53.1% of the respondents believe that it is fair to offer protection and hospitality for those that are fleeing from persecutions and wars, because we must guarantee respect of human rights to all people in need. 38.7% believe that is fair, but there is a need of shared policies at European level to manage flows and numbers. Only a little percentage believe that the protection should be granted only in rare and very special conditions. Only 14.1% of the respondents are aware of the rules and procedures to grant the “international protection” at national and European level. 23.5% are enough informed, 14.1% declare to be sufficiently informed of the issue. The rest of respondents admit their lack of knowledge about the issue.

More than half of all respondents declare to know the terms of the “Dublin Regulation”, while 47% are not sure.

62.6% of the respondents declare to know the Treaty of Lisbon, while 35.3% are not sure.

22.6% of the respondents declare to know what the “EASO” is, 72% declare to be not sure.

36.3% of the respondents declare to know what the “CEAS - Common European Asylum System” is. More than 60% of all respondents declare to be not sure.

Over 800 000 asylum applications pending in the EU:

Pending applications refer to all persons who have made, at any time, an application for international protection which is still under consideration by the responsible national authority at the end of the reference period. It thus refers to the “stock” of applications for which decisions are still pending. According to Eurostat, at the end of September 2015, more than 808 000 applications for asylum protection in the EU Member States were still under consideration by the responsible national authority. Last year, at the end of September 2014, there were almost 435 000. With 366 000 pending applications at the end of September 2015 (or 45% of the EU total), Germany had by far the largest share in the EU, ahead of Hungary (107 500, or 13%), Sweden (85 700, or 11%) and Italy (50 500, or 6%).





The Treaty of Lisbon

The Treaty of Lisbon (initially known as the Reform Treaty) is an international agreement which amends the two treaties which form the constitutional basis of the European Union (EU). The Treaty of Lisbon was signed by the EU member states on 13 December 2007, and entered into force on 1 December 2009. It amends the Maastricht Treaty (1993), also known as the Treaty on European Union, and the Treaty of Rome (1958), also known as the Treaty establishing the European Community (TEEC). The Treaty of Lisbon, renamed the Treaty of Rome to the Treaty on the Functioning of the European Union (TFEU). The Treaty of Lisbon meets the need to reform the structure of the EU and the way in which it functions, and it has redefined and strengthened actions taken at European level.

Common European Asylum System

Since 1999, the EU has been working to create a Common European Asylum System (CEAS) and improve the legislative framework in this area. Following the completion of the first stage of CEAS in 2005, which was based on the lowest common denominator between Member States, new rules have been agreed in 2013 (CEAS II). The aim was to ensure that all applicants for international protection are treated equally in an open and fair system, wherever they apply. CEAS II is composed of the following five legal instruments:

- The Asylum Procedures Directive sets out rules on the whole process of claiming asylum.
- The Reception Conditions Directive establishes common standards of reception conditions (housing, food, health care, employment, etc.) for asylum applicants.
- The Qualification Directive establishes common grounds to grant international protection.
- The Dublin Regulation establishes the Member State responsible for the examination of the asylum application.
- The EURODAC Regulation establishes an EU asylum fingerprint database.

What is the Dublin Regulation?

The Dublin Regulation establishes the Member State responsible for the examination of the asylum application. The core principle of the Dublin is that the responsibility for examining claim lies primarily with the Member State which played the greatest part in the applicant's entry or residence in the EU. The criteria for establishing responsibility run, in hierarchical order, from family considerations, to recent possession of visa or residence permit in a Member State, to whether the applicant has entered the EU irregularly or regularly. The "Dublin" system operates on the assumption that, as the asylum laws and practices of the EU States are based on the same common standards, they allow asylum seekers to enjoy similar levels of protection in all EU Member States.

In reality, however, asylum legislation and practice still vary widely from country to country, causing asylum-seekers to receive different treatment across Europe.

European Asylum Support Office (EASO)

EASO is an agency of the European Union that plays a key role in the concrete development of the Common European Asylum System. It was established with the aim of enhancing practical cooperation on asylum matters and helping Member States fulfil their European and international obligations to give protection to people in need. EASO acts as a centre of expertise on asylum. It also provides support to Member States whose asylum and reception systems are under particular pressure.

Integration and co-development

52% of the respondents think that migrants who live in her/his country have a low level of participation in the community life. 33.3% think that migrants should participate actively. Only a little percentage think that migrants should not participate at all.

36.7% of the respondents disagree on the fact that if a migrant living in her/his country commit a crime, she/he should be repatriated. 25.2% agree, 20.2% strongly agree.

45.6% of the respondents believe that the immigration phenomenon will produce a long term positive effect in Europe. 25% believe that the immigration phenomenon will not produce a long term positive effect in Europe. 26.5% declare to be not sure.

59.4% of the respondents think that immigrants who come to live in Europe help to create new jobs. 21.2% declare to be not sure.

Less than 20% think that migrants who come to live in Europe take away job opportunities to the EU citizens.

The majority of migrants living in Europe are working and paying taxes. They also use the health and care services. On balance, 44.4% of the respondents believe that they contribute more than they receive. 25.3% believe that generally they receive more than they contribute. 26.5% declare to be not sure.

Nationalism and xenophobia on the rise:

Across Europe, the treatment of refugees at an official level has raised alarm, because of wincingly painful historical associations. In Denmark, the government announced that arriving migrants would have their valuables taken from them. In the Czech Republic, refugees had processing numbers inked on to their arms. Across Europe, images of migrants show them in camps, on trains, amid barbed wire and guards and border patrols. Increase in the level and frequency of violence have been documented in the so-called Calais Jungle in France and many other refugees' camps on unoccupied lands. There has been a alarming rise in racist and xenophobic violence against asylum seekers and migrants, without a united, and humane, response to humanitarian emergencies.

Migrant or refugee crisis?

The European Commissioner was drawing on a debate that has dominated discussions of the so-called migration crisis since last year - how to distinguish between refugees and economic migrants. Some have called the distinction necessary at a time of unprecedented human movement. Others say it dehumanises one group in favour of the other. European countries appear to be designing policy around this loaded distinction. Economic migrants or rejected asylum seekers face increasingly harsh measures, while the public's mood towards them becomes ever more charged. The first thing that needs to be done in order to tackle the rise of xenophobia in Europe is to treat this phenomenon as what it actually is, a refugee crisis. There is no "migrant" crisis in the Mediterranean. There is a very large number of refugees fleeing unimaginable misery and danger and a smaller number of people trying to escape the sort of poverty that drives some to desperation



Common Basic Principles for Integration

The interconnections between migration and integration policies are manifold. Reception conditions of beneficiaries of international protection strongly impact on their future prospects of integration in the receiving societies. The EU Member States reaffirmed their commitment to implement the Common Basic Principles in the Justice and Home Affairs Council Conclusions of 5-6 June 2014. The definition of integration is reaffirmed as a long-term and multi-faceted process, including respect for diversity and the EU's basic values, such as human rights, democracy and the rule of law. The importance for policies to adopt a holistic approach that mainstreams integration into all relevant policy sectors and levels of government is highlighted.

Asylum, Migration and Integration Fund

The Asylum Migration and Integration Fund (AMIF) has replaced the European Fund for the Integration of third-country nationals (EIF) and runs from 2014 until 2020.

The Regulation establishing the AMIF calls for the adoption of a more targeted approach to integration, in support of consistent strategies to be developed at the national, local and/or regional level. The Regulation also stresses the need to develop integration measures targeted to beneficiaries of international protection, through a comprehensive approach taking into account the specificities of those target groups. Integration actions under the AMIF must be implemented in accordance with EU law and with the Common Basic Principles for immigrant integration policy in the European Union.

The Internal Security Fund

The Internal Security Fund has two strands. The 'Borders' strand supports national efforts to achieve a uniform and high level of control of the external borders, supporting a common visa policy which aims at facilitating legitimate travel to the EU. The 'Police' strand supports national efforts to combat cross border organised crime and terrorism, reinforce law enforcement cooperation across borders, and risk-management efforts to protect people and critical infrastructure against terrorist attacks and other security related incidents.

A European Union Emergency Trust Fund For Africa

The European Commission has launched an "Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa", made up of €1.8 billion from the EU budget and European Development Fund, combined with contributions from EU Member States and other donors. The Trust Fund will benefit a wide range of countries across Africa that encompass the major African migration routes to Europe. These countries are among the most fragile and those most affected by migration. They will draw the greatest benefit from EU financial assistance

Common and shared policies

47.5% of the respondents declare to have a low knowledge about the policies implemented by the EU to promote the integration of citizens from non EU countries. 37.5% declare to be not sure. 12.7% declare to be sufficiently informed about the issue.

24.9% of the respondents agree on the fact that “if the EU wants to counteract the social tensions, it has to stop irregular migration”. 19.6% strongly agree, 30.3% disagree, 14.5% strongly disagree.

62.8% of the respondents strongly agree on the fact that the EU has to put more efforts in the integration of migrants. 27.1% agree, only a low percentage disagree.

79.4% of the respondents are in favour of a common European policy on migration and asylum, while 14.4% are not.

74.9% of the respondents think that the Commission, in order to address the death toll of migrants crossing the Mediterranean and other routes, should make proposals for a common framework to help asylum-seekers and persons under international protection, starting with those who have applied outside the territory of the Member States. Around 15% are not sure. Less than 10% disagree.

66.1% of the respondents think that the Commission, in order to guarantee equal rights and common actions, should force all the member states in applying the same procedures of protection. 15.6% disagree, 15% are not sure.

Considering the Schengen agreement, 76.2% of the respondents are in favor of shared policies related to migration flows that are based on the capability of a country in terms of

hospitality, integration and job opportunities.

12.8% are not, the rest declare to be not sure.

65% of the respondents think the Commission should invest more funds in the field of social inclusion instead of security and repatriation.

16.5% disagree, 14.1% declare to be not sure.

The European Commission's agenda on migration

In May 2015, the EU launched a European Agenda on Migration involving all actors: EU countries and institutions, international organisations, civil society, local authorities and national partners outside the EU. The agenda lists 6 priority actions of response: joint operations to save lives at sea, reinforced anti-smuggling activities, a common approach on relocation and on resettlement, partnership with third countries and a new hotspot approach scaling up the operational support to EU Member States that are in the frontline of the current crisis, in particular Italy and Greece. Frontline states such as Greece and Italy bear a disproportionate responsibility for receiving new arrivals, although most migrants quickly move on to wealthier EU countries including Sweden and Germany, which in 2015 received almost half of all EU asylum applications. With the unprecedented volumes of new arrivals, even the best-prepared European countries have reached a breaking point in their ability to meet European Union standards for receiving and processing applicants. The question of who is responsible for those arriving has reignited deep internal divisions between Member States. In the process, a new front line has emerged in transit countries such as Hungary and Croatia that suddenly face enormous pressures at their borders, and in the case of Hungary the reaction has been to erect barbed-wire fencing and try at times to contain or push back the asylum seekers.

Migrant tragedy in Mediterranean Sea

The number of fatalities has risen dramatically crossing the Mediterranean Sea. Nearly 10 times as many migrants per day tried to make the dangerous crossing in the first six weeks of 2016 compared to the same period the year before, and 409 of them have died, according to the International Organization for Migration (IOM). With 3,771 deaths, 2015 was the deadliest year on record for migrants and refugees crossing the Mediterranean trying to reach Europe, the IOM has said. On October 2013, 366 people died off the Italian island of Lampedusa when the fishing boat they were travelling in from Libya capsized. Nearly all the victims were Eritrean. The largest loss of life during a migrant crossing to Europe was reported on April 2015, where at least 800 migrants died. Many other tragedies have been reported. The Mediterranean is officially a “grave” for desperate migrants.



Rescue at sea

Rescue at sea was the first priority for the European Union. In the course of 2015, Frontex Joint Operation Triton and Frontex Joint Operation Poseidon rescued over 250,000 people. These interventions and the deployment of Frontex Rapid Border Intervention teams in the Aegean helped detect over one million irregular immigrants and apprehend over 900 suspected smugglers. EU action is also directly targeting migrant smuggling. The EU Agencies, Europol, Frontex and Eurojust, have scaled up their capacity to tackle migrant smuggling, with more coordination, extra resources, and a permanent presence in Member States under pressure.



Main finding of the survey

There is an **Increasing concern** toward migration expressed by the respondents, due to unprecedented numbers of asylum seekers and migrants reaching Europe. This is probably also affected by the public presentation of migrants by the media, linking migration often almost exclusively to security issues.

There is a **low awareness** and misperceptions in matters related to migration in terms of data, asylum applications, situation in the destination country, including causes of the phenomenon.

There is a **low knowledge** about asylum procedures and measures for protection of refugees under international law in Europe.

There is a **low knowledge** about current European policies and regulations on migration and asylum, including European agencies that plays a key role in the concrete development of the Common European Asylum System

The opinions of respondents are contrasting on the impact of the phenomenon in Europe. Nearly half of the respondents believe that the migration phenomenon will produce a **long term positive effect** in Europe, while a consistent percentage declare a negative opinion or are not sure.

The public perception of half of the survey respondents is that migration could be a supply driven phenomenon, thinking that migrants who come to live in Europe help to create new jobs and **contribute to economic development**. Nearly of the other half of the respondents declare a negative perception or are not sure.

Half of the survey respondents declare to have low knowledge about the policies implemented by the EU to promote the integration of migrants.

Only a low percentage declare to be sufficiently informed about the issue. Half of the survey respondents agree on the fact that to counteract social tensions, European policies should fight irregular migration. The other half of the respondents disagree.

The majority of the respondents believe that a Europe-wide common policy is needed to provide a coherent framework for **facing emergencies** and developing structural actions to better manage all aspects of migration. Shared responsibilities should be based on the capability of a country in terms of hospitality, integration and job opportunities.

The majority of the respondents think the Commission should **invest more** funds in the field of social inclusion instead of security and repatriation.

CHAPTER FOUR

RECOMMENDATIONS ON A COMMON EU POLICY ON MIGRATION AND ASYLUM

Both partner organizations and participants have been engaged in co-development workshops in order to debate on relevant issues related to asylum and migration and to develop possible recommendations for a common European agenda. Stakeholders consulted are from the partner organization networks and local communities, reflecting the view of a broad range of citizens spanning 15 European countries with vast differences in the perception of the phenomenon as well as in migration policy traditions. It is important to note that the recommendations are based on the constant contacts that partner organizations have with civil society organizations, NGOs and local authorities, so we can say that they reflect something more than just our opinion. All national recommendations have been presented and discussed during the final international workshop in Caltanissetta, Italy, on October 2015. A final document has been developed by putting together the diverse contributions from all participating countries, thus drawing conclusions that reflects a plurality of point of views. The recommendations are grouped around the following main topics:

- *Asylum and refugees*
- *Integration*
- *Economic Migrants*
- *Unaccompanied refugee children*
- *Dialogue & cooperation with non-EU countries*
- *Security*

The European Agenda on Migration


The proposed recommendations do not necessarily reflect the official views of all partner organizations and do not intend to be exhaustive in their treatments of the subject nor on the specific topics addressed in the current European Agenda on Migration and Asylum.

Asylum and refugees

According to Amnesty International, thousands of refugees, asylum-seekers and migrants – including children – making dangerous journeys across migration routes are suffering violent abuse and extortion at the hands of criminal gangs and being shamefully let down by a failing EU asylum and migration system which leaves them trapped without protection. The European Agenda on Asylum should strengthen the European and national capacity to ensure protection and care for refugees and migrants during their journey, rescue and transfer operations, including cross-borders information sharing mechanisms, legal advice and counselling.

Access to fair and efficient asylum procedures in line with international and EU laws on humanitarian protection should be ensured, including adequate reception conditions and special attention to vulnerable groups with particular needs such as unaccompanied children, women, people with disabilities.

As report by many human rights organizations, conditions of life in most of the reception centers hosting refugees and migrants



should be urgently improved. All reception centres should comply with minimum standards and ensure access to adequate accommodation, food, medical aid, psychological care and basic services. Staff and operators in contact with refugees and migrants should be trained adequately and provided with managerial support and supervision. Intercultural mediators among former asylum seekers should be highly involved.

The management of public funding for asylum and integration especially in South EU Countries has registered a high rate of corruption. Investigations in Italy and Greece uncovered a system designed to ensure lucrative profits from the coordination of reception centres, exploiting the growing refugee crisis in the Mediterranean. European Union and national governments should develop and put into practices strong and effective policies and actions to fight corruption, including higher levels of controlling, monitoring, setting of qualitative standards on the allocation of financial resources.

Long waiting times and bureaucracy related to pending applications for international protection have caused serious problems resulting in administrative backlogs, long decision procedures, mix-up of information, rises in legal costs and overloading of domestic court systems. Above all things, the impact of pending applications is devastating on the lives of many refugees and migrants who get stuck in bureaucracy, increasing their sense of insecurity and vulnerability. In order to decrease the illegalization of migrants, Euro-

pean Union and national governments should adopt common procedures to reduce bureaucracy and improve efficiency related to international protection.

Safe and legal channels to enter into the EU should be ensured to asylum seekers to reduce demand for smuggling and dangerous journeys, specifically through a more coordinated refugees resettlement, family reunification and issuing of humanitarian passports.

Despite the current European Agenda on Migration, a permanent and coherent system for sharing the responsibility for the large number of refugees and migrants among EU Member States should be further developed. Member States should fully apply the Common European Asylum System (CEAS), ensuring harmonization of safe, fair and effective national asylum procedures throughout Europe (including protection and reception standards). Networks for communication, trouble shooting and the exchange of good practices should be developed between public institutions, NGOs and civil society organizations responsible for granting asylum in different countries at EU level.

Integration

Whether refugees stay in their country of arrival, are relocated to another European country, or return to their country of origin, refugees and migrants should be helped to develop their competences and skills for integrating into a new environment. Placement in detention centres should be kept at a strict minimum since it is neither in the migrants' interests nor in the interests of their host cities.



Integration of refugees and migrants is related to an important extent to their image before the “public opinion”. Therefore, the role of media is particularly important. Big parts of the EU population hide behind simplifications that derive from the depiction of the refugee crisis by the media (e.g. shifting the blame to “traffickers” is a simplification that implies the EU’s and the EU governments’ lack of willingness to take responsibility). In line with the above, the EU should invest on a widespread campaigns in TV stations and social media for informing on the obligations that EU countries have with regards to refugees’ protection and the potential merits of hosting and properly utilizing the potentials of refugees.

Networks of local authorities and cities should be developed in order to share experiences and good practices. Faced with the daily tragedies caused by migration influxes on the coasts of southern Europe, the consortium calls for the European Union to support local authorities in managing this issue, which is likely to increase in the next few years. That is why the local authorities are calling for the joint responsibility of the member countries and for solidarity between cities in welcoming and integrating refugees. Every country that is a member of the EU should accept to take responsibility in order to help the countries with the highest influxes due to their geographical location.

Migration is potentially beneficial for receiving countries and societies: migrants can make valuable contributions by relieving labour shortages, increasing labour market efficiency, and acting as catalysts for job creation, innovation and growth - especially in view of the long-term economic and demographic challenges in the Union (ageing population, economy increasingly dependent on highly-skilled jobs). In line with the above an European integration agenda should be further developed and jointly implemented in all Member States.

An European ‘toolbox’ of integration mea-

sures should be developed at EU level in order to strengthen existing policy tools covering education, housing, employment and cultural activities (i.e. the European Agenda for the Integration of non-EU Nationals, the

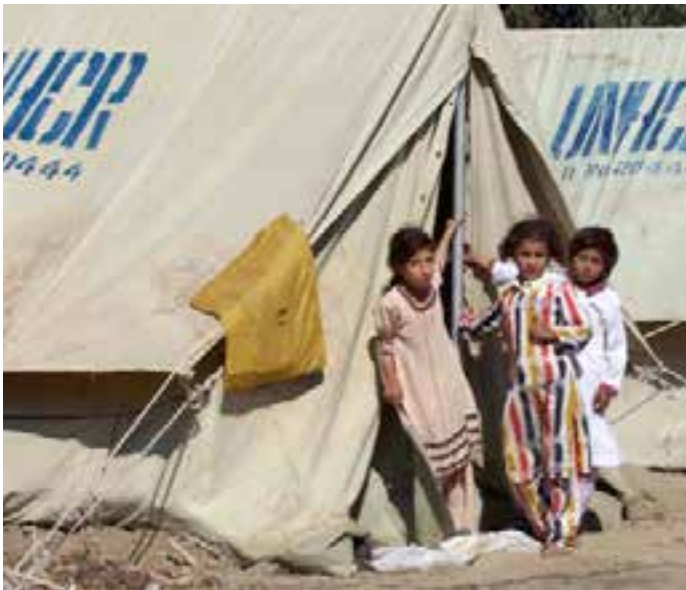
A common framework for recognition of academic and professional foreign qualifications should be adopted at EU level.

EU-wide network of national contact points on integration, the European Integration Forum).

The role of the intercultural mediators should be recognized and regulated within a common EU framework, since intercultural mediation plays a central role in the process of integration of refugees and migrants in the host society, and represents a precondition for resolving linguistic and cultural difficulties as well as for ensuring respect of fundamen-

tal rights. The professional involvement and training as intercultural mediators of refugees themselves should be highly promoted.

European Union and governments should urgently develop a common strategic plan to fight labour exploitation of migrants. Measures should include higher levels of monitoring, inspections and sanctions for companies that



United Nations Photo on Flickr

employ workers without contracts, including awareness-raising initiatives and campaigns to fight undeclared work at EU level.

Procedures related to family reunification should be less time-consuming, less expensive and bureaucratic. Family reunification processes should be based on humanitarian considerations and extended to ascendants on humanitarian grounds.

European and national policies should avoid the proliferation of legal categorizations of migrants and refugees because they multiply vulnerabilities in the labour market. For ex-

ample, institutional racism is a form of racism expressed in the practice of social and political institutions, as distinct from racism by individuals or informal social groups. It is reflected in disparities regarding criminal justice, employment, housing, health care, political power and education, among other things. In the frame of a common European policy related to integration, European Union should put emphasis on the fight against institutional racism based on colonial categorization.

In order to avoid that refugees and migrants end up to live in segregated areas and in very low quality dwellings, European Union and national governments should invest in new forms of subsidized or social housing in both urban and rural areas.

European and national integration policies should put more efforts for systematic language support programs, ensuring that different options are adapted to the diversity of refugees.

In most EU Member States, foreign qualifications, especially if earned in third countries, are largely discounted in the labour market. For this reason, a common framework for recognition of academic and professional foreign qualifications should be adopted at EU level.

Intercultural and interreligious dialogue should be promoted at European, national, regional and local government levels. Particular emphasis should be placed on educating civil society on solidarity and human rights in order to fight

racism, discrimination and exclusion, especially in North and Eastern countries where extremist groups and xenophobia against refugees and migrants are increasing dramatically. In accordance with the above, European countries and/or local communities who do not comply with international laws on human rights as well as with the European values of integration should be strongly admonished.

Increased diversity is an opportunity to make schools more inclusive, creative and open-minded. Common and specific measures to improve education and human development of refugee and migrant children both inside and outside the school system should be promoted at EU level, including common strategies to tackle early school leaving.

“The Migrant Integration Policy Index (MIPEX)” is a unique tool which measures policies to integrate migrants in all EU Member States, Australia, Canada, Iceland, Japan, South Korea, New Zealand, Norway, Switzerland, Turkey and the USA.” Despite being a tool for political, legal and statistical analysis concerning the integration of immigrants in each country, we consider it is too disconnected from the real impact on migrant’s lives.

Unaccompanied refugee children

In accordance with the Convention on the Rights of the Child, all Member States should ensure the best interest of children. The European Agenda on Migration should strengthen the European and national capacity to ensure protection and care for unaccompanied chil-


dren during their journey, rescue and transfer operations, including health, nutrition and psychosocial support, prevention and response to violence and human trafficking.

A comprehensive child-friendly policy plan should be developed at EU level, including the development of safe return and reintegration programs devised in cooperation with countries of origin, the provision of training to members of the border control patrol and other authorities who come into contact with unaccompanied refugee children.

All hosting centres for refugee children should ensure full respect of human rights and guarantee high quality standard, with emphasis on support to literacy, language, education and professional training programmes.

All refugee children should receive adequate information about their rights, including potential risks and how/where to report and seek protection. European and national campaigns should be highly promoted in order to raise awareness of the issues and human rights related to unaccompanied and separated children in Europe.

At least 10.000 unaccompanied refugee children have disappeared after arriving in Europe condemned by sex abuse and slavery, according to the EU’s criminal intelligence agency. European Union and all EU Member States should invest resources to develop a common approach to investigate on information about the disappearance of refugee children as well to improve prevention and effective responses.



In accordance with local child welfare laws and EU's international obligations, an independent guardian should be appointed to ensure that unaccompanied refugee children are protected. However, the present system of guardianship and care of unaccompanied children is failing on many fronts in all Member States. European Union and governments should support common policies and strategies that facilitate the direct involvement of citizens as legal guardians of unaccompanied minors to take care of them more closely and ensure protection and integration in the host society.

Specific protection and integration policies should focus on unaccompanied refugee children when they turn 18 years old, leaving the protection of the underage status and risking to be easy victims for the black market (prostitution, drugs market, terrorism, exploitation, etc).

Economic migrants

The consortium stresses the need to clarify the status of migrants and refugees, as each status leads to a different type of intervention, as well as their homogenisation across Europe in order to maintain public confidence in migration policies.

Illegal migration policies, instead of facilitating criminalization of people fleeing from extreme poverty and social insecurity, should be addressed through a common EU strategy to fight human trafficking networks, smugglers and the black labour market.

A welcoming work environment and an attractive EU-wide scheme for foreign students,

researchers and highly qualified third-country nationals should be developed (for example by reviewing the effectiveness of the Blue Card Directive: e.g. covering entrepreneurs who are willing to invest in Europe, or improving the possibilities for intra EU mobility).

Humanitarian emergencies

European Union and national governments should embrace the human rights and protection imperatives at the core of this crisis and respond in accordance with the fundamental values at the heart of the European Union and international laws.

Refugees and migrants should have access to special protection, rest, counselling and care during their routes. European Union and national governments should provide immediate responses while people are on the move in order to ensure as much as possible a safe passage to Europe without risking their lives.

European Union and national governments should adopt a common strategy to prevent humanitarian tragedies, such as issuing humanitarian passports or providing humanitarian boats to pick up refugees directly from departure countries such as Libya, Egypt and Turkey.

European Union should invest more financial resources to develop an integrated approach against smugglers and traffickers, ensuring that EU anti-smuggling and trafficking efforts in the Mediterranean do not leave asylum seekers in departure countries with no access to protection.



Dialogue and cooperation with non-EU countries

EU leaders should mediate at the highest political level for stopping the war in Syria, as well as the political instability in Libya, Iraq, Afghanistan and African countries such as Somalia and Eritrea.

EU and governments should promote peace and political dialogue instead of military strategies to achieve security and stability in Middle East and Africa. Military interventions for fighting terrorism have dramatically increased radicalization and caused social and political instability across the World.

Exchange of good practices on integration policies and strategies between EU Member States and neighbouring Countries should be promoted, in order to make Europe's response to the refugee crisis not just a crisis response, but also a holistic investment for a common social, cultural and economic development in the Euro-Mediterranean area.

European Union and governments should allocate more funding to build capacity in non-EU countries to manage humanitarian emergencies and flows of people in the frame of international protection of human rights, as well as to prevent and combat trafficking of human beings in countries of origin, transit and destination.

European Union should develop a strategic plan to cooperate with partner countries to put in place concrete measures to prevent

hazardous journeys. A political dialogue with governments and public authorities in Libya should be strengthened in order to join efforts against human trafficking and smuggling, including monitoring of human rights violations on the ground.

Non-EU countries should be supported in strengthening their asylum systems as part of the EU Global Approach to Migration. Transnational programmes should be designed to enhance the capacity of non-EU countries to improve protection of refugees. The role of the European Asylum Support Office (EASO) should be extended particularly in respect to cooperation with non-EU countries and support them in dealing with asylum issues.

Pilot multi-purpose centres in partner countries should be established in cooperation with IOM, UNHCR and local authorities to provide assistance, provision of information, local protection and resettlement opportunities to refugees during their journey.

European Union should invest more financial resources to enhance cooperation and development aid policies in the Mediterranean region, Middle East, Africa and Asia, thus creating the necessary conditions to enable potential migrants to stay in their country of origin and not risk their lives fleeing to Europe.

A strategic cooperation for managing migration flows in cooperation with non-EU countries should be complementary to EU efforts

within its own borders, not a substitute for full compliance with international and EU law.

European Union should intensify the cooperation with Turkey in order to secure safe sea routes for refugees to Greece and other EU countries, connecting the management of refugees to the process of EU accession through further financial assistance.

Security

While migration influxes are often perceived as a security threat, the consortium wishes to emphasise that this is above all a humanitarian issue. Policies and actions aimed at refugees and migrants must respect the constitutional values of the European Union and international laws on human rights.

The European policy must not be limited to border controls. A shared management of the European border should be regulated within a shared and well-implemented framework for legal entrance in the EU (through an efficient common asylum and visa system) in order to reduce push factors towards irregular stay and entry.

As also said before, European Union and governments should cooperate with non-EU countries to prevent and combat organised crime, trafficking of human beings and terrorism. Proper protection should be ensured to victims of human trafficking, smugglers and black market, supporting those ones who cooperate with the authorities in dismantling the criminal networks.

There will definitely be a security breach resulting from the influx of refugees. Instead of investing heavily on technologies and know-how for controlling the “quality” of refugees and giving them a questionable security clearance, the resources should be invested in making the best use of the human resources.

The European Agenda on Migration

According to UN Human Rights, “increased border control and surveillance have not reduced the number of new arrivals – they have only forced them to use more dangerous routes, leading to increased human rights abuses and loss of life”. Return policies for illegal economic migrants to their home countries has become a top priority in Europe’s management of the crisis, creating serious concerns in terms of human rights violations. In line with above European Union and governments should invest more funds in the field of integration instead of security and repatriation.

Hotspots are meant to simplify and enhance identification of migrants alongside protection of asylum seekers. However, in the current political climate in Europe, hotspots could become “pushback” or detention centres, preventing people from moving further until it is decided whether they are in need of international protection or should be returned. Respect of human rights and international laws in the hotspots must be highly monitored by International Organizations and NGOs.

The so-called Dublin System should be evaluated and modernized, since the current system has shown the need to better address situations of particular pressure on Member States' reception capacities and asylum systems. New criteria should be established for determining the member state responsible for examining applications for international protection.

The speed and effectiveness of resettlement and relocation programmes within the European Union should be ensured and respected by all Member States, taking into consideration the capacity of each country in terms of hospitality, integration and job opportunities, as well as the wishes of the applicant.

The role of the EU's Global Approach to Migration should be strengthened through clearer and more effective political instruments (i.e. regional and bilateral policy dialogues and action plans with non-EU countries), legal instruments (i.e. visa facilitation and readmission agreements), operational support and capacity-building both in EU and neighbouring countries.

All internal and external key actors - Member States, EU institutions, International Organisations, civil society, local authorities, public and private stakeholders in both in EU and neighbouring countries - should be involved to further develop a more effective and shared European policy on migration and asylum.



CHAPTER FIVE

THE EUROPEAN CITIZENS' INITIATIVE

The project has created a platform for collaboration and intercultural debate on European policies on migration and asylum. The project has given us the opportunity to share experiences, ideas and proposals, encouraging citizens from 15 European countries to exercise their right to express their own views and participate actively in the development of common European agenda on migration and asylum. As a possible follow up, the proposed recommendations could be translated in a future European Initiative involving a broader audience of citizens and interested stakeholders.

The European Citizens' Initiative

Since 1 April 2012 and for the first time in history, European citizens have a real possibility to influence the EU decision making process with a new tool – the European Citizens' Initiative*. The European citizens' initiative enables EU citizens, from at least seven EU countries, to invite the European Commission to propose legislation on matters where it has the power to do so. All the European citizens, old enough to vote in European Parliament elections (18 years), have the possibility to propose and organize initiative. Firstly, they have to form a committee, composed by at least seven European countries (Citizens' initiatives cannot be run by Organizations). In order to do so, the citizens' committee must register its initiative on the website before starting to collect statements of support from citizens.

Once the registration is confirmed, the organizers have one year to collect the signatures needed to support the initiative. To give their support to an initiative, citizens have to fill in a specific statement of support form provided by the organizers, on paper or online. If the citizens' initiative reaches one million signatures, it can be submitted to the attention of the Commission, who will examine the initiative within three months. After that, the Commission representatives will meet the organizers so they can explain in detail the issues raised in their initiative; moreover, the organizers will have the opportunity to present their initiative at a public hearing in the European Parliament.

The Commission will adopt a formal response spelling out what action it will propose in response to the citizens' initiative and the reasons for doing or not doing so. This communication will be adopted by the College of Commissioners and published in all official EU languages. Anyway, the Commission is not obliged to propose legislation as a result of the initiative, thus the Commission proposal is submitted to the legislator, as the European Parliament and the Council (or in some cases only the Council) and, if adopted, it becomes law.

The European citizens' initiative provides a singular opportunity to bring citizens closer to European democracy life and to foster greater cross-border debate about EU policy issues. This new tool for participatory democracy can give young people the possibility to directly intervene in the EU legislative agenda on migration and asylum.

* Regulation (EU) No 211/2011 of the European Parliament and of the Council of 16 February 2011 on the citizens' initiative.

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