

# NETWORKING EUROPEAN CITIZENSHIP EDUCATION

## Rethinking Citizenship Education in European Migration Societies Political Strategies - Social Changes - Educational Concepts

# Report

### Workshop 3: Economic Dimensions of Migration – Challenges of Citizenship Education

Jan Schneider, Germany

Lisbon, Portugal, April, 26-28, 2007

[www.bpb.de/nece](http://www.bpb.de/nece)

#### Session 1: Scientific Inputs – Research Results – European Discourses

##### **Introduction and Moderation: Tahir Abbas, Ph.D.**

Reader in sociology and founding Director of the *Centre for the Study of Ethnicity and Culture* at Birmingham University and renowned author of several books on topics such as Race Relations, Ethnicity, Multiculturalism, and Islam

##### **Key Issues and Questions:**

- ⇒ How should we assess the contribution of immigrants to Europe's future economic and demographic health?
- ⇒ How should politicians and citizenship educators deal with growing fears and negative reactions in their societies to the social changes associated with immigration?
- ⇒ What agenda should citizenship educators follow in order to create an informed public committed to the successful integration of immigrants and the prevention of racism and xenophobia? How to promote/foster a Europeanisation of projects in this field?

# NETWORKING EUROPEAN CITIZENSHIP EDUCATION

The sessions were well attended throughout the day, as was the following laboratory. Almost 20 experts gathered for the presentations and following discussions on day 1, about 10 to 15 were present for the Laboratory on day 2. Lists of attendees were filed by the reporter on behalf of the conference secretariate.

Participants showed a broad variety both in terms of their professional backgrounds and their countries of residence. A majority were from national and regional NGOs and networks, such as refugee and asylum organisations, educational or communal projects. Besides, there were also representatives from trade unions, foundations, museums, the *British Council* and the *bpb*, as well as a journalist. Participants came from the following countries: Belgium, Czech Republic, France, Germany, Great Britain, Hungary, Ireland, Italy, Latvia, Portugal, Serbia and Sweden. Some of them were affiliated with an academic faculty. Thus, everybody was given the opportunity by Dr. *Abbas* to briefly introduce himself/herself in the beginning of the workshop.

## **Brigitte Frénais-Chamaillard**

Sub-Director of the Division of Population and Migration within the Ministry of Employment and Social Affairs in Paris

### **PRESENTATION: Current French Migration and Integration Policies**

Mrs. Frénais gave a brief general introduction of the current French migration and integration policies, with a focus on legislative changes in the field of labour immigration. The goals of the most recent reform, passed in July 2006, were twofold: Firstly, the law was to re-establish a new balance between family-reunion and labour migration. France, like several other European countries that engaged heavily in the recruitment of migrant labourers in the 1960s, has seen a gradual decrease of labour migration since 1974. This has been largely replaced by family migration, which is considered not as beneficial. According to Mrs. *Frénais*, the percentage of economic migration of all migration to France is now only 12% (as compared to more than 40% in states such as Portugal, the UK and Switzerland). Therefore, the highly qualified shall be attracted by the new legislation. Among other measures, tailored procedures and work permits have been developed to serve the goal.

Secondly, the nexus between migration and integration is to be emphasized through the introduction of a specific, mandatory contract for newcomers. This »Contract of Welcome and Integration«—upon the immigrant's signature and like in many other countries—commits him or her to follow language training and testing as well as a course of civic education. The costs of the contract program is estimates at around 80 million Euro, as Mrs. *Frénais* pointed out. Consequently, the contract is now considered by the French government to be one of the two most important steps in the integration process, the second being access to French citizenship.

## **Dr. Irena Kogan**

Senior Research Fellow at University of Mannheim's *Centre for European Social Research* (MZES)

### **PRESENTATION: Immigrants' Economic Situation and Anti-Immigrant Sentiments in Europe**

Dr. Irena Kogan combined in her presentation two streams of migration research, that commonly present separated bodies of research in sociology.<sup>1</sup> On the one hand of the agenda are educational level, unemployment and labour force participation rates of the immigrant population, on the other hand the sentiments they are facing in the »hosting« populations, often shaped by a perceived threat to cultural uni-

---

<sup>1</sup> Data bases were the *European Union Labour Force Survey* 1995-2000 and the *European Social Survey* of 2002 and 2004, covering the »old« states of the EU-15. As for the *European Social Survey*, Italy had to be excluded due to insufficient quality of data. For further details see also *Kogan, I. (2005), Labor Markets and Economic Incorporation among Recent Immigrants in Europe, in: Social Forces, Vol. 85, Nr. 2, pp. 1-25; Kogan, I. (2007, forthcoming), Working through Barriers: Host Country Institutions and Labour Market Performance in Europe. Dordrecht: Springer.*

# NETWORKING EUROPEAN CITIZENSHIP EDUCATION

formity, resentment towards immigrants from poor countries and a general set of prejudices. As for the first part, Kogan showed some clear tendencies drawn from empirical evidence: In terms of educational attainment, a greater proportion of the third-country immigrants have a low level of education (below Highschool level) at their disposal, as compared to the native-born. Exceptions can be observed in some Southern European countries like Greece and Spain. On the other end of the scale, third-country immigrants present a similar or even higher rate of high education (University/College). As a rule of thumb, third-country immigrants have higher unemployment rates and do unskilled and low-skilled jobs more often. But there is substantial cross-country variation. If labour force participation and unemployment rates among third-country immigrants are scrutinized, two groups of countries can be differentiated: Southern European Countries show somewhat better results regarding labour market integration. This is particularly due to low-skill labour migration to the South, whereas some Nordic countries due to the importance of refugee migration have unemployment rates that are up to three times higher. As an objective result of the quantitative data, *Irena Kogan* suggested that recent immigrants are less disadvantaged in more flexible, liberalised labour markets such as in the UK and Ireland, that they are in Nordic states with elaborated welfare regimes (e.g. Sweden, Denmark, Finland).

As for anti-immigrant sentiments, empirical data show some clear results. Contrary to poor labour market integration, third-country immigrants are more welcomed in the above mentioned welfare states of Northern Europe, whereas particularly Greece, Portugal and Italy, to some degree also Belgium, Luxembourg and the UK, show high levels of resentment towards immigration. Natives in these countries are less willing to allow immigrants from poorer countries or of different (or even the same) race/ethnic group.

As a challenging thesis trying to explain these results—and also as a crucial starting point for citizenship education focussed on the majority population—, Mrs. Kogan suggested that the degree of tension between the native-born and the third-country immigrant population as well as the level of clear anti-immigrant resentment could be a result of the *educational level within the native population*. Empirical data reveal: the higher the level of education, the more is the population ready to acknowledge the benefits of migration in terms of economic and cultural enrichment, and the less will it consider migration a process undermining cultural life. Kogan's last chart therefore presented the educational levels of EU-15's population. Not surprisingly, Portugal and Greece were two of the countries with the highest proportions of inhabitants without or only poor education. Although this triggering connection could not hold empirically true for the whole set of countries, education should be considered a crucial determinant for a peaceful together in immigrant societies, *Kogan* suggested.

## Session 2: Didactic Approaches – Practical Experience – Educational Projects

### Monica Rossi

Doctoral candidate at the University of Birmingham's Centre for the Study of Ethnicity and Culture and official trainer for the Municipality of the City of Rome

### PRESENTATION: Life in a Shadow-Economy Oriented Nation

The afternoon workshop featured three presentations. Monica Rossi, doctoral candidate at the University of Birmingham's Centre for the Study of Ethnicity and Culture and official trainer for the municipality of the city of Rome, spoke about »Life in a Shadow-Economy Oriented Nation«. Her focus was on the Roma community as a migrant category in Italian urban life, a very peculiar minority group that in spite of their effective presence, is still left out from the processes of integration and still deprived of their minimum citizenship rights. With their largely undocumented status, Roma constitute a category of immigrants which has to face the challenges of a »hyperflexible« but—as far as its formal sectors are concerned—completely excluding labour market and the absence of any profound welfare system for them. Thus, the Italian predominance of large sectors of black and informal economy provides several niches for useful labour market participation and economic enterprise, e.g. the organized recycling of metal and wood heaps, the efficient searching of useful goods in dustbins, their fixing and mending in order to sell them on markets and more elaborated start-up businesses such as the restoration of antiquity furniture. Enlightening the majority population on the useful, decent and beneficial role that Roma play in informal

# NETWORKING EUROPEAN CITIZENSHIP EDUCATION

economies can counteract common prejudice that begging, pushing or stealing are common Gypsy activities to make a living and that their way of living is parasitical. The case of Roma may constitute a benchmark for local and international agencies and institutions in developing policies and interventions directed toward them, serving the task of creating efficient social policies against poverty, exclusion and marginalisation, and *for* integration and for the securing of citizenship rights to this minority. One key suggestion was the granting of micro-credits to support the niche-economy and thus legalising and acknowledging it. Italy, according to Mrs. Rossi, is still in the beginning of that process.

## **Vladimir Petronijevic**

Group 484/Serbian Refugee Council

### **PRESENTATION: Current Migration Flows in Serbia**

Vladimir Petronijevic from Group 484/Serbian Refugee Council,<sup>2</sup> choosing an economic focus as well, elaborated on the current migration flows in Serbia and gave a profound overview on its dimensions. Among the group of forced migrants, there are refugees from Bosnia and Croatia (more than 200,000), internally displaced persons (IDP's) from Kosovo (also more than 200,000), returnees from Western Europe (between 50,000 and 150,000 will be returned), asylum seekers (only 44 persons made a claim in 2006) and victims of trafficking (only 44 new cases). In terms of economic migration flows, in addition to the »Serbian diaspora«, which has increased over the last more than one hundred years and can be estimated at 3.5 million people, »brain drain« is an important phenomenon. At least 12% of Serbian emigrants hold a university degree. On the other hand, there is quite an amount of private remittances (about 3—4 billion Euro per year). But as Mrs. Petronijevic pointed out, a large part of this sum goes into (short term) spending, not (long term) investment. Therefore, the Serbian government puts strong effort on strengthening the bonds with the diaspora, which to a large part is concentrated in the US and Europe, particularly Germany. The importance of labour migration *into* Serbia has been a relatively recent phenomenon. The Ministry of the Interior has issued temporary working and residence permits to 16,500 aliens, out of which 4,500 are Chinese, 3,600 Romanian, 1,200 Macedonian, 600 Bosnian/Herzegovinan and 550 Russian. Against this backdrop, Petronijevic stressed the importance of education and promotion of diversity, that goes beyond tackling the mutual understanding of former-Yugoslav-nationals in the country, but includes migrants from rather »exotic« origin. Among the crucial tasks for citizenship education enumerated by Mr. Petronijevic, were the following:

- ⇒ Filling the somewhat abstract topics (multiculturalism, nation, religion, migration, history, etc.) with concrete content;
- ⇒ Understanding, that many concepts taken for granted (equality, the right to education, general human rights, etc. ) have gone, and still are going through, historical development;
- ⇒ Showing to the youth the similarities and differences that are still present in everyday life in the same and different geographical regions and freeing them from the stereotypes related to »others«, in the event they have such stereotypes;
- ⇒ Enabling youth to discuss, analyse, and understand different types of sources and material.

---

<sup>2</sup> Web resource: [www.grupa484.org.yu](http://www.grupa484.org.yu).

# NETWORKING EUROPEAN CITIZENSHIP EDUCATION

## Johan Wets

Migration expert at the University of Leuven's Higher Institute for Labour Studies and board member of PICUM, the Platform for International Cooperation on Undocumented Migrants.

### PRESENTATION: **Undocumented Migration and Citizenship Education**

He talked about the economic dimensions of undocumented migration and the challenges it poses to citizenship education. An estimated 5-8 million undocumented migrants (abbreviated »UDMs«) live in the EU, most of them following legal entry (»visa overstayers« and rejected asylum seekers). To tackle irregular migration, EU has developed strict measures, featuring community return policy, readmission agreements with »sending« countries and reinforcement of external borders. However, there is no evidence that strict border controls have reduced the number of UDMs. EU policy analysis reveals, that the phenomenon is still largely invisible or unrecognized by policymakers. Although they refer to fundamental rights, the policy focus remains on border control. Restriction of access to basic social services serves as a way to fight illegal migration; problems in accessing decent housing, education, health care and fair working conditions have not been properly addressed. Thus, exclusion leads to marginalization and exploitation, as Mr. Wets pointed out. He suggested five basic theses to recognise as a working ground for policy and legal development:

- ⇒ Just like other migrants, the undocumented are here to stay;
- ⇒ Large scale, unwanted migration is the export of the problems of the third world;
- ⇒ No human being is »illegal«. It's the legislation in the countries of destination makes migration »illegal«. »Undocumented migrant« be used alternatively;
- ⇒ Consumers create the markets in which irregular migrants find their jobs;
- ⇒ Undocumented migrants have basic (human) rights in their country of residence as well.

As a starting point for civic education, Dr. Wets presented »Ten Ways to Protect Undocumented Migrant Workers«, which are the result of PICUM's networking efforts and which have been published in a brochure.<sup>3</sup> The ten ways encompass: Raising public support, collecting data, informing undocumented workers, empowerment, unionising, stressing responsibility of employers, mediation and collective actions, utilising the legal system, working with governmental agencies, advocating for legal status. The key normative notion in that respect ought to be the maxim: »A worker is a worker« - nonetheless his or her residential status, undocumented labourers have to be treated according to basic human and social rights.

## **Results: Discussions and Laboratory**

### **Expert discussions**

All contributions were followed by lively discussions. In the morning session, the debate unfortunately focussed almost entirely on the second presentation. However, Mrs. Frénard's address could have been a good starting point to deliberate on the pros and cons of economically-focussed, »utilitarianist« immigration policies. Several questions touched upon the normative dimensions of such migration regimes, e.g. the design of particular temporary work permits which ongoingly restrict labour migrants to be only »part-time residents« and preclude them from developing social rights, as they have to live in their country of origin for at least half a year, and the effects on wages paid in the informal sectors. One participant's question, whether extensive (and expensive) programmes to welcome, educate and include new immigrants as introduced in France make a difference to the overall integration process, could at that point not be answered.

Irena Kogan's presentation was broadly appreciated among the experts in the workshop. However, her quantitative overview and theses were challenged by several empirical observations, the two most important being

- ⇒ that »better« integration measured through unemployment/labour market participation rates in some of the liberal economies does not necessarily indicate a permanent, better

<sup>3</sup> PICUM—Platform for International Cooperation on Undocumented Migrants (ed., 2005): Ten Ways to Protect Undocumented Migrant Workers, Brussels. Ordering and web resource: [www.picum.org](http://www.picum.org).

# NETWORKING EUROPEAN CITIZENSHIP EDUCATION

overall integration of society, as quality and wages of jobs taken by unskilled immigrants tend to be poor and negative effects on the labour market as a whole can induce further tensions;

- ⇒ a reverse effect regarding the »host« population's sentiments towards marginalized ethnic groups, when level of education is considered: In special settings, the poorly educated and economically disadvantaged within the majority population tend to be more compassionate than the elitist population (as observed with university student's and proletariat's sentiments towards Roma in Italy).

The afternoon discussion almost entirely put the topic of undocumented labour migration in it's focus. In that respect, the contributions by Monica Rossi, Vladimir Petronijevic and Johan Wets neatly complemented each other.

- ⇒ Petronijevic's statement proved to be a useful starting point to critically scrutinize the results of governmental repatriation programs, be it for refugees or for undocumented migrants. The Serbian example shows, that homecomers often face underlying or overt resentment, as their return was oftentimes (financially) supported by the hosting country. In addition to that, they are regarded to have been so much better off, while stayers had to stand civil war, ethnic cleansing or other atrocities. On the other hand, if migrants have been outside their home country for years, oftentimes language poses a serious threat to re-integration, as children don't speak it anymore. The acceptance of certificates and diplomas accomplished abroad can also be a problem.
- ⇒ Both Wet's and Rossi's reports, as well as Petronijevic's account shed a somewhat ambivalent light on the role of trade unions in the process of raising awareness and the granting of rights to migrant labourers, as the structure of immigration flows has significantly changed since the period of »organised« labour migration in the 1950s and 1960s. Although unions tend to be weaker, increasingly become subject to influence by governmental politics and sometimes simply are not in the first line interested in strengthening the rights of non-nationals, they can and should be acknowledged as important and useful partners for initiatives and other NGOs.
- ⇒ In all three viewpoints, the role of small-scale initiatives, actions and punctual civic engagement for citizenship education in terms of the economics of migration was stressed.

## **Discussion results**

In the course of the general discussions, it was largely agreed, that some foreseeable migration and mobility patterns—most of which economically motivated—pose serious challenges to European governments in terms of citizenship education, that they are not yet prepared for. Similarly to the situation in Serbia as reported by Vladimir Petronijevic, one participant reported tendencies from Poland to rely more and more on labour migrants from countries East of the European Union such as Ukraine, Kazakhstan and even China. In countries with a seemingly homogenous ethnic structure and strong national identity, problems of resentment and xenophobia have to be tackled right away.

Another key issue is the development of the labour market in general, as a result of large scale influx of cheap labour, be it with legal residence or working permit, or undocumented in illegal labour. Particularly from Ireland and Great Britain, experts reported tremendous impact on the average wage-levels in sectors that require low or even no specific skills. The fact, that in the informal or undocumented sectors, workers are poorly organized and lobbied for, may lead to situations of a »new slavery«.

The central topic of the workshop deliberations, however, circled around questions on how the general public can be sensitised for the situation of undocumented migrant labourers and their families, get more passionate about their basic (human) rights and more appreciative of the overall benefit that results from their existence (awareness raising). A convincing tactic in that respect could be the broad spreading of the notion, that current low prices for fruit and vegetable would double and triple, if it weren't for thousands of pickers on the fields of Southern Europe and elsewhere. The workshop's results in that respect can be compiled as follows:

# NETWORKING EUROPEAN CITIZENSHIP EDUCATION

- ⇒ A general path of going about could lie in stressing the concept of utilitarianism for the societies as wholes in public discourse, as a solution in order to bridge the sheer insurmountable gap between securitisation vs. humanitarianisation of migration. Following one slogan put forward by the International Organisation of Migration (IOM), even—or in particular—undocumented migrant labour in the end can serve the benefit of all. At the moment, however, it is mostly »us« in terms of consumers and producers, that profit from it.
- ⇒ But the cascades of the problem are complex and need to be dealt with by different means, a variety of actors and a great deal of situational evaluation. Oftentimes, it is the small things and projects that account for the biggest impact. »Best practice«—approaches need to be made prominent.
- ⇒ Civic education and awareness raising should not be left to politics and well established associations, trade unions or semi-gouvernemental bodies. NGO- and civic involvement is absolutely necessary and often proves to have more impact.
- ⇒ On the other hand, the role of the political and particularly bureaucratic system should not be underestimated, but be cooperatively utilized: EU and nation state civil servants in the commission, secretariats or ministries often have a broad understanding, as well as a better scope of the problems than politicians involved in party politics and electoral competition. This could particularly serve the goal to provide for health care for the undocumented, as well as the right of their children to go to school without them being reported.
- ⇒ Corporate responsibility needs to be stressed, as employers tend to hire undocumented migrants with one eye closed. Guaranteeing fair treatment under equal wages is a normative duty for corporations, particularly for large groups. On the realm of financial policy, providing microfinancing.
- ⇒ It is also about »educating the educators«; teachers in schools as well as in informal educational fields need to be trained and extensively prepared on the subject matter.
- ⇒ Serving the necessities of citizenship education with reference to the economic aspects of migration, the role of art and media needs to be emphasised further. Oftentimes they are better able to reach civil society than other actors, particularly on the local/communal level.

## **Laboratory**

The Laboratory commenced with a project presentation by *Melanie Abeling* from Bielefeld University. Mrs. Abeling introduced the participants to various connected network projects in the context of migration and social work/social services, that she in part coordinates.<sup>4</sup> The International Social Work and Society Academy (TISSA) serves as a forum for involving professionals and academics in innovative developments in the social professions and services. Connected with TISSA, there are annual public conferences, which are also the site of a meeting of a separate PhD-network aimed at linking the project of emerging scholars in the field. Furthermore, a third network pillar called »PhD\_Act« (New Models of Activism in European social Work) has developed a European Module for PhD-Studies in Social Professions. TISSA's this year's 5<sup>th</sup> anniversary conference to be held in August/September 2007 in Messina/Italy focuses on »Migration, Minorities and Refugees—Social Work under the Condition of Diversity«. According to *Melanie Abeling*, within the framework of TISSA's social service and professional orientation, civic education has a prominent role.

The second part of the Laboratory dealt with discussing the workshop's results features above, and to come up with some sort of general outcome. It was a broad consensus that there is already a lot of sensitivity to the issues among experts and professionals everywhere, and no more normative appeals are necessary; the real task being, how to get the message across and deal with all its implications in a way, that is beneficial to all. It became obvious that this workshop has not found any distinct remedies, but a

---

<sup>4</sup> Web resources: [www.tissa.net](http://www.tissa.net), [www.uni-bielefeld/phd\\_act/index.html](http://www.uni-bielefeld/phd_act/index.html)

# NETWORKING EUROPEAN CITIZENSHIP EDUCATION

gamut of potential paths to move along, which, however, pose further questions. It was decided to refer to the »Key Issues and Questions« raised by the conference's organisers and finish the workshop by extending them to the following five questions open to further debate:

- ⇒ How can we stop preaching to the convinced and start reaching the unconvinced?
- ⇒ How much is society ready to contribute to assuring a successful (economic) integration of migrant labourers and their families?
- ⇒ In how far is society ready to contribute to solving the problem of irregular/undocumented migration, and how can it be reached?
- ⇒ Does Europe want to permanently accept a »dual society« with parts of the population that have full rights and other parts that have only limited rights?
- ⇒ Should not the benefits be stressed much more instead of the pitfalls, when it comes to discussing questions of integration in civic education and society in general?