Berlin 2022

25th International Metropolis Conference

Voices and Insights

BERLIN 2022
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"We need dialogues and partnerships, changing the narratives of movement and travelling into a positive part of the human experience."

Dear readers,

the International Metropolis Conference Berlin 2022 was held under the motto "Changing migration, migration in change," and indeed, it took place in times of transformation on a global level. The conference brought together experts, policymakers, researchers, practitioners, and business leaders to discuss current developments in four key thematic fields that we have also reflected on in our conference reader.

We have gathered some of the voices participating in the IMCB 2022 by inviting members of the Pre-Working Groups, speakers, and symposium organisers of the conference to share their current work and insights. Furthermore, the editorial team has collected insights on-location, showcasing the variety of topics discussed during the conference by bringing original quotes from the conference and personal summaries from a selection of workshops to our readers. Given the sheer number of workshops, we could only cover a selection of all the topics, products and project results discussed and presented.

This reader is brought to you by the editorial team of the magazine clavis, a publication dedicated to the field of labour market integration of migrants, published by the German Central Agency for Continuing Vocational Education and Training in the Skilled Crafts. It is financed by the German Federal Ministry of Labour and Social Affairs (BMAS) in the context of the funding program "Integration through Qualification." The 25th International Metropolis Conference Berlin was also organised by the BMAS in close collaboration with Metropolis International, and we are very grateful for this opportunity. We would like to thank the IMCB's Task Force and Felicitas Hillmann from the Networking Unit Paradigm Shift at Technische Universität Berlin for their support in the production of this volume. Finally, of course, we would like to thank all authors and contributors for their dedicated cooperation.

We hope you enjoy reading through the voices and insights as much as we enjoyed gathering them.

With the best wishes from Germany

Hannes Leber
Editorial Manager "clavis – Magazine for Labour Market and Integration"

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Inhalt

Hubertus Heil
Federal Minister of Labour and Social Affairs

Ladies and Gentlemen,
Metropolis is celebrating its 95th anniversary this year. No, it wasn't a slip of the tongue. I am not talking about this conference. I am talking about the science-fiction movie "Metropolis" from the year 1927. A milestone in the history of international films! For UNESCO, it belongs to the "Memory of the World." "Metropolis" was made not far from here, in Babelsberg, just outside Berlin.

And it is not only the name that links our conference with this film. But also the life of its director Fritz Lang. Because migration was a central part of his life – in many different forms. He was born in Austria and went to France, to Paris, for his training. Later he moved on to Germany where he wanted to work. He fled from the Nazis and went to the United States where he made his films in Hollywood. The migrant Fritz Lang became a world citizen against his will. The themes of his life – intentional but also forced migration, integration and work – are also the themes of our Metropolis Conference.

When leaving this building later, you will find yourselves in the centre of a metropolis. People from 190 nations live in Berlin. You have a more than 30 percent chance that the first Berlin citizen you meet is a person with a migrant background. Whether from Cottbus, Copenhagen, Kosovo – Berlin attracts people from all over the world. The city has become a symbol for freedom, progress and diversity worldwide. I would like to thank our Governing Mayor Franziska Giffey for the chance to invite the world to Berlin. Needless to say: Franziska wasn't born in Berlin, either.

There is no doubt that Berlin is a good place for this conference. But let me add: Germany is a good place for it too! That could not always be taken for granted.

For a long time, we were discussing whether Germany was an immigration country at all – or rather: whether it wanted to be an immigration country. For a long time, migration was seen as a divisive element in society. For a long time, it was exploited by policymakers in polarising debates with racist undertones. As if migration were a question of "yes" or "no"!

"We are definitely an immigration country. But we also want to be a good, a modern immigration country."

This has changed. The present Federal Government is committed to progress. And this is why our coalition is not discussing whether we are an immigration country or not, but how to deal with immigration. We no longer want to discuss migration in a defensive way in Germany – as a crisis factor, a problem or a necessary evil. We want an active and ambitious migration policy! We are definitely an immigration country. But we also want to be a good, a modern immigration country. That is our objective!

Migration has existed since the dawn of humanity. But the dimensions are changing. At the end of 2021, almost 90 million people were fleeing their homes worldwide. And as a result of Russia's brutal war of aggression against Ukraine, their number had risen to over 100 million.[1] In addition, there will again be millions of people leaving their homes for economic or social reasons. Anybody who thinks that we can deal with this global trend on the national level alone needs a change of perspective: We need global answers to global challenges!

We need international plans. We need multilateral cooperation. We need spaces for discussions such as this one here. For an exchange of experience. To learn and to be prepared for the future. I am standing here as the Federal Minister of Social Affairs but also as the Federal Minister of Labour. Because integration into work is key to social integration. I am therefore pleased to welcome you this year as host of the 25th International Metropolis Conference. Once again: Welcome to Berlin!

In contrast to many other conferences I have attended, all aspects relating to migration and integration will be discussed here. One point is of central importance – also to me personally: We are talking about fair migration. Because it is not about getting the best out of migration for ourselves. Migration should be a chance for all parties involved – for migrants, the receiving countries but also the countries of origin. This is what we want.

I am very glad that researchers, policymakers and experts from the civil society from around 60 countries have accepted our invitation to come to Berlin. We had a good start: Our first plenary this morning focused on central issues in the context of future pandemics and labour migration. The second plenary dealt with the impact of multiple crises on migration and mobility from a local perspective. Local authorities are responsible for first response measures. In times of crisis, they are under particular pressure and have to react quickly.

Strong cities are the backbone of strong countries! Of a strong global community. The international Metropolis project shows how good it is to learn from others and to work together to find ways and sustainable solutions. This is how real progress can be achieved – internationally, with joint forces.

Migration has many reasons, many faces and many stories. And it is true that in times of crisis, good solutions are important. But this conference is not only about crises and not only about humanitarian migration. It is also about migration as a chance. For the receiving countries, for the migrants but also for the countries of origin. It is a chance if it is fair, sustainable and has a social dimension. The countries that need skilled labour must not decide alone where and how they recruit people. Let me be very clear: Countries with a large potential of qualified young people are not a self-service store for ageing societies!

Europe's need for carepersons, for example, must not lead to the collapse of other countries' health care systems! At the bilateral and multilateral level, we must ensure that the chances are distributed fairly between countries of origin and countries of destination. I am therefore pleased that my colleague Svenja Schulze, the Federal Minister for Economic Development, will take part in the High-Level Forum on Friday. Because this forum is also about highlighting Germany's special responsibility for fair migration. It is about a progressive paradigm shift in German migration policy.

Ladies and gentlemen, migration policy in our times is an "open-heart surgery." That means: While we are still discussing which way is the best way, the situation is changing rapidly. Meanwhile, we are operating in a different environment: I am thinking of digital transformation, but also of climate change. Will labour migration become less important due to mobile work? Or will we also see an opposite trend – the keyword is "remote working"? What will be the concrete impact of climate change on migration? The dimensions of these questions are enormous! And therefore it is so important that we are working together internationally to find answers!

People are also coming to Germany because they want to work here. Skilled labour immigration is very relevant for Germany. We have been talking about demographic change for some time already. But the problem is becoming more and more urgent. The German population is decreasing and we are an ageing society. The consequences are already here: There is a lack of skilled labour and labour in general – for example in the nursing sector, in the crafts sector, in hotels and restaurants. If we want to remain an economically strong country, if we want to preserve our prosperity, we need sufficient labour and skilled labour!

Skilled labour immigration is only one of the options to master the skilled labour shortage – even though an important one. We also have to do our homework in Germany. People living in Germany need prospects too – they must have access to education, to skilling, reskilling and upskilling. We need to improve women's employment opportunities, especially through good working conditions. And we must not leave older workers behind. It must be possible to work in good health until retirement. By the way, this is why a skilled labour summit will take place tomorrow at my initiative! At this summit meeting, we will discuss our proposal for a Skilled Labour Strategy with employers' associations, trade unions and our federal states, the Länder.

But it is also true that we need more skilled immigration in Germany to meet the need for skilled labour! For this, we need to act faster and take a more agile approach. This is important to me – also because of the many vacancies in our country. The German labour market is ready to absorb a bigger labour force. And if people from other countries have the necessary occupational experience and potential for the German labour market, we want to give them the possibility to come.

Today, foreign skilled workers are only allowed to work in Germany if they have a qualification that is recognised here. The recognition of foreign qualifications is expensive and takes a long time. Other countries do not have such barriers. Therefore, I would like to open up the labour market for more skilled labour – people who have a qualification, a contract of employment, but whose qualification is not recognised here. When in Germany, the employer could help them to complete their training here. And persons who are good at their work, who have occupational experience, should be given a chance here. I would therefore like to make immigration easier for persons with occupational experience and young university graduates.

The search for a suitable job in Germany may be difficult from outside Germany. We want to tear down this barrier, too. I advocate that persons with potential, who are able to secure their livelihood, can obtain a visa to look for work in Germany! A new point system could help to achieve this. Canada is a pioneer here! Personal and job-related criteria can identify persons with a high integration potential with the aim to offer them attractive job prospects. Therefore, I would like to introduce an opportunity card – in Germany we say "Chancenkarte."

Last but not least, we want to improve the framework conditions for people coming to Germany as skilled workers or future skilled workers. We want to focus on family members and do everything we can to integrate them better. We want foreign workers' families to feel at home in Germany and to stay!

In 2020, almost one million people left Germany. Many of them had come to us as immigrants in the past. We are not asking them why they are leaving the country. However, we must assume that they are partly leaving Germany because they do not feel at ease here, because they do not feel welcome or have no job prospects. We need to solve this problem! Therefore we must make sure that people can take root in Germany, that they can build a future. We want to be a good immigration country. Immigrants should have a chance to make Germany their new home!

"We wanted workers, but we got people instead." Max Frisch, the famous novelist, recognised this in 1965. With this vision he was far ahead of his time – and of many discussions in Germany!

Work is an important first step for successful integration. However, this is only the beginning. We will only be strong as a society if we meet as equals! If we open-mindedly welcome people who come to us to find a better future. And we have to show them respect. This also means that we cannot allow some people confuse labour migration with exploitation.

I will fight anyone who thinks that people coming to us can be forced to accept bad wages or working conditions! Germany is going to assume responsibility for these people, we will fight for fair working conditions and welcome them as an open society in a spirit of solidarity! We must not and we will not repeat the mistakes of the past! We have learnt our lesson. From the guest-worker period in the 1960s and 70s, but also from 2015. We have changed our attitude to people who come to Germany – in particular, by giving them prospects for the future.

We cannot cope with global challenges by giving answers at the national level. But we need a lot of local commitment. It takes all of us – policy-makers, scientists, the media, civil society – to secure cohesion in our society. Here in Berlin and everywhere in the world. That is why this conference is so important! Migrants cross borders. And therefore, our cooperation must cross borders as well. That's why we are all here! I am looking forward to the exchange of views and ideas and wish us a successful conference!

Hubertus Heil
Federal Minister of
Labour and Social Affairs

Hubertus Heil has been Federal Minister of Labour and Social Affairs since March 2018. He was born in Hildesheim on November, 3rd 1972 and joined the Social Democratic Party (SPD) in 1988. He studied political science and sociology at the University of Potsdam and at the University of Hagen.

In 1998, he was elected as a member of the German Bundestag for the first time. In the SPD, he held the office of Secretary-General from 2005 to 2009, was deputy chairman of the SPD parliamentary group between 2009 and 2017, and has been a member of the SPD executive committee since 2011.

Sources:

[1] Current figures from the UNHCR
(United Nations High Commissioner for Refugees).

Felicitas Hillmann; Translation: Francesca Brecha

How to Catch a Balloon: the Purpose and Practice of Long-Term Conference Work

A large conference such as the Metropolis International Conference can be pictured as a sort of hot-air balloon. It is an event that for a long time represents a point of orientation, attracting a great deal of attention from its position "up above."

However, before the balloon can rise, it must be weighted with sandbags of knowledge from practice, politics, and research. Excess weight must be cast off and the flight path must be set. Only then does the balloon rise. It stays aloft for several days – the passengers in the basket speak with one another and their eyes are opened to new perspectives. From below, spectators watch in awe and wonder if they should join for the next flight. The most difficult part is coming down: How can the balloon land gently, so that the sandbags of knowledge are not destroyed? How can they be stockpiled on the ground and used further? The answer is simple: A ground controller is brought in; a pre- and post-conference process is done. But how?

After two years of Covid-19, it was clear that it would be a challenge to develop a robust conference in an in-person and/or hybrid format. There was little continuity to build on. In addition, the format of the very international migration conference in Germany was either barely known or was written off by many potentially interested parties as too expensive, too far away, or with too little scientific recognition. It needed an entity which could connect it, which could tie in with the loose ends and provide a concept for the preparation, accompaniment, and follow-up of the conference. The Institute for Urban and Regional Planning (ISR) at TU Berlin was put in

charge of this assignment. The FIS networking project had applied for the contract under the name "Paradigm Shift for Immigration Societies" (Networking Unit Paradigm Shift, or NUPS). It was initiated by the internationally recognised migration researcher Professor Dr Felicitas Hillmann, accompanied by Sophie Sommerfeld and Helen Nyama Boahen. The short-term goal was the preparation for the conference in partnership with the IMCB22 taskforce appointed by the BMAS. However, the more ambitious long-term goal was to reshape the International Metropolis Conferences beyond the annual conferences themselves through a participatory pre-conference process (PCP). A further goal was the concrete networking of the existing scientific community of interdisciplinary socio-political research in Germany and the internationalisation thereof. Four working groups were created in the course of the PCP. The PCP for the topics of Covid-19 (PWG 1) and Fair Migration (PWG 4) were organised by the IMCB22 taskforce. The PCP for the interdisciplinary topics of Climate Change / Technological Change and Migration were formed by the FIS Networking Unit Paradigm Shift of TU Berlin. To do this, it established two working groups: PWG 2 (New Technologies, Migration, and the Future of Work, with thirteen members from eight different countries) and PWG 3 (Effects of Climate Change on Migration, with nine members from eight different countries). Through these working groups, networking potentials in the field were established, and key research findings and new lines of questioning were gathered and prepared. The knowledge of the working group flowed directly into the preparation and direction of the conference itself. The working groups regularly met online for interchange. Unfortunately, the originally planned in-person meetings had to be cancelled due to the pandemic situation. Next, the working groups prepared a research brief, a

short overview of current research and upcoming topics. The working group on the effects of climate change on migration also drew up policy-briefing notes[1]. In addition, an open-access database[2] was created which will continue to be updated. Two seminars with students at the Humboldt University and the Technical University were dedicated to the topics of the conference and the students authored student papers in the course of these seminars. The central purpose of the Networking Unit, however, was the organisation and execution of webinars. In the whole PCP, a dozen webinars were organised (six on the topic of technological change, three on climate change and migration, and one on each of the topics of forced migration from Ukraine, fair migration, and Covid-19). Nine of these were hosted by the Networking Unit. Therefore, in the six months leading up to the conference, webinars took place every two weeks. In total, before the conference even started, 53 experts had already been involved in discussing these current and contested topics.[3] Due to the PCP, a spectrum of international and highly acclaimed researchers could be brought into the conference. The Networking Unit itself was present during the conference in the form of a plenary session, three workshops, and other activities. In order to involve the next generation of researchers from the very beginning, a one-day PhD forum took place at TU Berlin on September 4, 2022, before the official beginning of the conference proceedings. Eighteen PhD students from fourteen countries presented the current research of their dissertation (from Australia, Canada, China, Belgium, France, Germany, Ghana, Indonesia, Italy, Mexico, Poland, Taiwan, and Turkey). The PhD group remains in contact with each other and is coordinated by the Networking Unit.

Upon the closing of the conference in Berlin, it was still not determined in which country the following 26th International Metropolis Conference would be hosted. This makes it even more important that the initiated projects be carried out, and the initiated bilateral exchange with Canada be intensified. To structure this process, in March 2023, the Networking Unit "Paradigm Shift for Immigration Societies" (funded by BMAS until June 2023) will organise a conference at TU Berlin on the topics of

- the effects of climate change on migration,

- technological change, migration, and the future of work, and

- securing skilled labour.

The Networking Unit will advance the newly initiated cooperation with a group of highly esteemed interdisciplinary researchers and will serve as a platform for coordination at TU Berlin. In addition, further webinars will be offered with the intention of fleshing out upcoming research questions, such as the changing role of migrants in the food sector in Italy, or resilient cities and migration in a selection of Asian countries. Publications, such as a special issue in the open-access journal "Glocalism," are also in sight. In parallel, the BMAS will likely advise the next PCP. Starting in June 2023, bilaterally conceived pilot projects on the selected topics will be conducted, the project coordinator will take on a role as a guest professor in Indonesia, and the Reality Flashes will be continued. Sticking with the image of a hot-air balloon: the sandbags of knowledge will be arranged, stacked, and prepared for the next flight.

Interactive network with visual database

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is a professor at the University of Bremen (2006–2012) as well as a guest professor at Freie Universität Berlin, the University of Cologne and Sapienza in Rome. At present, she is head of the Networking Unit Paradigm Shift (NUPS) at TU Berlin, Institute of Urban and Regional Planning. Here she builds on her work as a joint professor at TU Berlin/Leibniz-IRS in Erkner (2015–2020) and her activities at the Georg-Simmel Center for Metropolitan Studies at Humboldt University, Berlin (2020–2021). She has published widely internationally and has taught in geography, social sciences and urban planning.
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[1] https://www.transformation-isr.tu-berlin.de/menue/policy_briefing_notes_on_climate_change_and_migration/

[2] https://www.transformation-isr.tu-berlin.de/menue/visuelle_datenbank_und_webinare_nups/

[3] https://www.youtube.com/channel/UC3TWIfMTh61rzU29JMTHE1A

Impact of Multiple Crises on Migration and Mobility

The illustration shows two people wearing mouth-nose protection standing in front of a barrier with a crossed-out icon depicting the coronavirus. A city can be seen in the background and behind the barrier. An aeroplane icon, a bus icon and a navigation icon are placed at the edges of the illustration.

Multiple international crises, such as the Covid-19 pandemic or armed conflicts, are having a long-term effect on mobility and migration; around the world, they are bringing a variety of political and social challenges with them. Profound structural changes of the type and direction of present migration flows are affecting not only migrant workers and international students but also refugees and those who have been displaced internally. What do these developments mean for the future management of migration and mobility?

Voices from the IMCB22

"Mobility in high development index countries has been reduced through Covid, in developing countries it is the opposite."

"When I am at your border, I am not going back. Because it's called survival. And you all would do it."

"Inclusion is a matter at local level, while regulation occurs at national level."

"How do we bring migrants into the discussion? Diasporic organisations or religious communities can take part in creating and testing solutions."

"The access of the Global South to regular migration is a development policy approach."

"Nothing for us without us!"

"One of the main pull factors is the migrants' communities who have arrived before."

Dr Meghan Benton & Lawrence Huang

The Lasting Effects of the Covid-19 Pandemic on Cross-Border Mobility

The Covid-19 pandemic shut down global mobility, with untold human and economic consequences. Almost three years later, most countries have fully re-opened, reflecting public fatigue over travel restrictions. Even Taiwan, one of the last zero-Covid holdouts, has restarted visa-free travel without quarantine requirements. Australia and New Zealand are completely open. And many countries – from Canada to Germany – have lifted Covid-19 border restrictions entirely. But there has been no global reckoning on borders and mobility during the pandemic, meaning there is a real risk that governments will respond to the next public health crisis in a similarly uncoordinated, unprepared, and unequal manner.

In early 2020, travel and migration shut down in previously unimaginable ways, as governments snapped borders shut with minimal planning or coordination with their neighbours. Sweeping travel restrictions left millions stranded and created untold chaos. As governments cautiously sought to open up, they did so through expansive health requirements on individual travellers, often imposing significant costs, from pre-departure testing to quarantine. Vaccination requirements in particular erected barriers to movement for citizens of the Global South, who had limited access to vaccines especially early in their rollout. Meanwhile, consulates were closed and visa and asylum processing ground to a halt. Even now, many forms of migration, such as permanent labour migration, have yet to recover; and

backlogs in immigration processing have ballooned. All told, cross-border mobility during the pandemic became costly, risky, and more unequal.

With pandemics likely to become more common, driven by globalisation, migration, and a changing climate, the need has never been stronger for evidence-based tools to manage mobility during public health crises – and to learn the lessons from Covid-19.

Lessons Learned on Pandemics and Borders

The number of travel measures (both travel bans and conditions on entry such as testing and quarantine) gradually rose throughout 2020, eventually surpassing 100,000 measures by late-2020 and staying above 100,000 throughout 2021 (see figure).

This unprecedented use of border responses as a public health tool had far-reaching consequences, including shutting down cross-border mobility and migration. Almost three years onwards, many regular migration patterns have not recovered, although irregular migration flows rebounded quickly. International air traffic and tourist arrivals have begun to recover, but they have not reached pre-pandemic numbers. In Asia and the Pacific, international tourist arrivals in September 2022 were still 70 percent less than pre-pandemic levels.

And while many destination countries issued exemptions to allow migrant workers and international students to enter despite travel restrictions, many countries, such as Australia and Germany, now find themselves unable to process visa backlogs quickly enough to meet increased labour shortages.

Whether this shock to the global mobility system was warranted is a difficult question to answer. Travel measures could not contain Covid-19. By the time most countries closed borders, the virus had already arrived, a story that was repeated many times after as a new variant emerged. But travel measures were an important mitigation tool. Earlier border closures gave countries time to prepare health systems, develop health measures, and gather data. They were effective when combined with domestic tools such as contact tracing, hard-line social distancing, and domestic lockdowns. The actions of national governments flew in the face of World Health Organization (WHO) advice, which warned against border closures and travel restrictions as a public health management tool. The WHO has since changed its stance, in response to the evidence around the Covid-19 pandemic (see box).

Over time, the utility of border measures declined, especially for countries with high levels of community transmission. Most countries phased out blanket restrictions in favour of passenger-targeted health requirements, yet many illogical or inconsistent rules proved sticky. And countries that most effectively used travel restrictions to eradicate the virus faced the hardest challenges to re-opening for travel and shifting towards a mitigation approach to the virus, as governments and publics used to zero-Covid had little tolerance for rising case numbers. Countries also continued to roll out more exemptions as the pandemic continued, allowing their nationals, business travellers, students, and children, among others, to enter with fewer restrictions. While the shift to targeted health requirements did allow some forms of regular mobility and migration to restart in 2021, their complexity and burdensome nature laid the groundwork for a two-tiered system of movers and non-movers.

More importantly, a lack of international coordination resulted in a shifting cobweb of restrictions that was impossible to navigate and hard to predict. Rules often contradicted one another on different sides of a border, allowing people to move one way but not the other (e.g., Canada opened to U.S. travellers in August 2021, but the United States did not until November 2021). Meanwhile, once people were able to travel, they faced the constant threat of new variants emerging and triggering knee-jerk travel restrictions, for instance with Australians and Europeans stranded in southern Africa after the emergence of the Omicron variant. Difficulties navigating a constantly shifting set of rules created a lasting chilling effect that stifled a return to pre-pandemic mobility even once most restrictions had been lifted. All of this points to the need for more global coordination next time, to maintain key forms of movement (including of essential workers, citizens and residents, or refugee resettlement) and to return to normality more quickly.
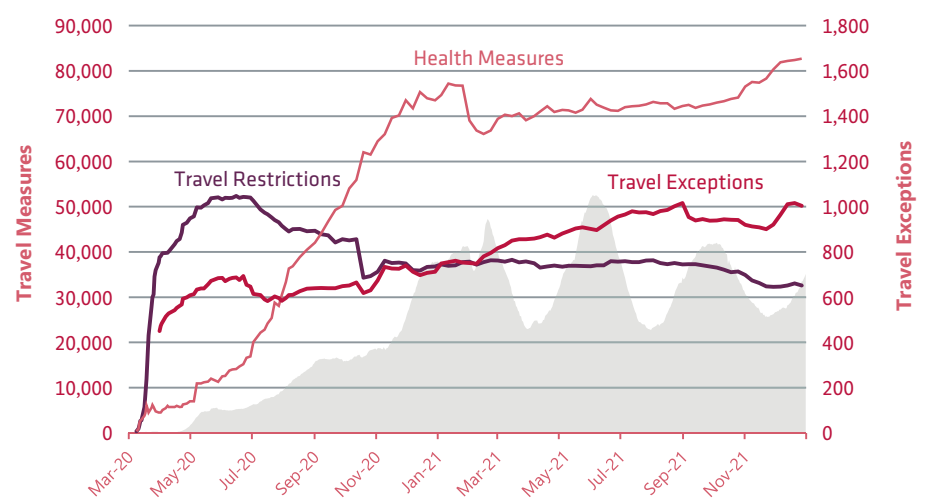

Figure: Number of Travel Measures (Travel Restrictions and Health Measures) and Exceptions Issued Worldwide, March 2020–December 2021

Sources: Authors' analysis of the IOM dataset "IOM COVID-19 Mobility Tracking Database (Travel Restrictions and Exceptions to Travel Restrictions)" (for additional information, see IOM: "Methodology for Monitoring Global Mobility Restrictions and Exceptions to Mobility Restrictions: IOM COVID-19 Mobility Tracking Database, Phase 4", updated November 2021); Our World in Data: "Coronavirus Pandemic (COVID-19)", University of Oxford, accessed 10 January 2022.

The Future of Health Security and Borders

A revision to the International Health Regulations is underway, as well as a process to develop an accord on pandemic preparedness. But international processes take time, and mobility has been a low priority relative to other pressing reforms needed to the global health architecture.

Yet there is a growing consensus that next time there is a global health outbreak, countries need to shift to a targeted, precise response as rapidly as possible. This will depend on sophisticated data collection and sharing, rapid development of health treatments and vaccines as well as (geo)political incentives for governments to report outbreaks early. Approaching the next transnational public health outbreak as if it is Covid v.2 could lead to a blinkered response, as the next unknown pathogen is unlikely to share the same characteristics. But some of the infrastructure developed for the Covid-19 pandemic could be readily reactivated to guide the response, including digital health credentials. And some countries have built out their physical infrastructure, for instance with quarantine facilities ready to be utilised in case of an outbreak or through pandemic-proof airports.

Preparing the global mobility architecture for the next pandemic requires agreement on shared principles. Countries will not make binding agreements to harmonise how and when they use travel measures, but they could agree on four basic principles to coordinate their decision-making. First, travel measures should be clear, or well-communicated, predictable, and based on clear metrics. Second, they should be equitable, and should not overly burden vulnerable groups or exclude them from entry. Third, they should be streamlined, or used sparingly, for short periods, and automatically lifted without a compelling reason to renew them. And fourth, they should be future-focused, building systems and infrastructure that lay the groundwork for addressing future Covid-19 variants and ultimately, the next pandemic.

"With pandemics likely to become more common, driven by globalisation, migration, and a changing climate, the need has never been stronger for evidence-based tools to manage mobility during public health crises – and to learn the lessons from Covid-19."

Evidence on Pandemics and Borders

The scientific evidence before Covid-19, on public health crises from MERS to Ebola, found that strict travel measures were not effective and proportionate policy responses. The WHO's recommendations in the early months of the pandemic reflected this consensus against border restrictions, but the SARS-CoV-2 pathogen was unlike previous pathogens.

The characteristics of the SARS-CoV-2 virus, such as the high proportion of asymptomatic transmission and short incubation period, meant that early and strict border closures had a temporary effect in slowing the spread of the virus across borders. Earlier border closures reduced the initial peak in Covid-19 deaths, at least in some countries. But not all countries were equally equipped to close their borders – some countries have porous land borders while others are islands – and once the virus was widely circulating in the community, it took stringent domestic measures to reduce case and death numbers.

Other travel measures had mixed impacts on Covid-19 transmission. Quarantine measures were effective when they were strictest (i.e., in medical facilities and for long periods), but they were also costly to governments and travellers alike, so many countries experimented with shorter quarantines and testing requirements for release, with mixed results. Testing requirements and health screenings may have reduced case importation, but real-world evidence is limited. Given the prevalence of asymptomatic transmission, the most effective measures likely required PCR testing (rather than antigen testing) with short validity periods (24 hours before departure, rather than multiple days).

The evidence on the travel measures in the Covid-19 pandemic is still emerging. Most evidence has so far relied on modelling rather than observational data, and as the virus's characteristics changed with each variant, so did the evidence. The available data, however, undermines the pre-Covid consensus against travel measures and points to a need for principles to manage time-limited and proportionate, but early and stringent implementation of travel measures in response to the next public health crisis.

Dr Meghan Benton
is Director of the International Program at the Migration Policy Institute, a leading institution in the field of migration policy.

Lawrence Huang
is an Associate Policy Analyst.

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Dr Amrita Datta

Current Research on Indian Migration to Germany

The Indian community in Germany has gained significant visibility in the last five years and the numbers are growing. A lot of Indian women are also arriving in Germany on their own, breaking the myth that women mostly follow men as migrants. Indians are emigrating at an increasing rate due to increasing unemployment, gender inequality and communal hatred; they find Germany a viable alternative to the USA, Canada, and Australia.

Dr Datta, what is your current field of research?

My current project focus is on the Blue Card holders, more specifically the Indian Blue Card holders and students in Germany in higher education. I'm trying to look at the discourse of the future of migrants in Germany. Indians have actually come in quite large numbers since the Blue Card scheme was initiated by the European Union. I'm looking at the young Indians moving to Germany with the possibilities of living there for a long period, of settlement or of moving to another EU member state.

And – why are people moving?

One of the most important reasons is the employment situation in India as well as the healthcare system; the outlook for both is not exactly rosy if you're a young person. If you look at Germany, however, relatively speaking, employment has been constantly high and

Germany's healthcare facilities are considered to be really good. And if you are trying to plan a sustainable and safe future, employment and health are big factors in the decision-making of people who want to migrate.

Germany has encouraged skilled migration and has pushed the EU's Blue Card scheme, adopting its employment opportunity framework. It's a win-win because Germany has a comparatively old population; the average age in Germany right now is 42 – and the European economy needs young workers. Moreover, the Blue Card scheme provides a real opportunity for a long-term stay, so that people who have decided to move can make a home in Germany, quite a break from the idea of the so-called guest workers some decades ago.

What comes to mind when you think about the 25th International Metropolis Conference in Berlin?

I was very excited when I was approached by the organisers because I really wanted to be part of it all. I think Germany is at a very interesting juncture insofar migration is concerned.

First of all, while the pandemic temporarily closed several existing migration pathways, it opened up new ones. We are all feeling the repercussions, opportunities and a shift in priorities, including on a personal level. One thing I have already observed through my current project is that, despite the pandemic, the rate of immigration from India to Germany has not decreased, in fact, the pandemic has opened possibilities of new migration. Consequently, with the increasing popularity of the EU

Voices of Indian Migrants

"Friends of mine took the Blue Card offer and migrated to Germany. My wife and I decided then to work here, too. Initially, we were not ready to settle down. But later, after we sent our son to day care, my wife got a job, we decided to stay in Germany. We had the second child – a daughter. India is not that far, unlike the USA or Canada. So our children are not cut off from their families. We want to give the best of both India and Germany to our children. We also bought a house so we can build a community and live here. It is important to have an Indian community, because Germans are nice to us, but they cannot be our friends. We are still outsiders to them. But I don't want to go back to India, especially now after the pandemic."

"After my divorce, it was very difficult. The society around me pointed fingers, so I wanted to migrate to a new country. I was working at Deutsche Bank in Gurgaon [today: Gurugram], so I took a transfer to Germany. I am happy I migrated here. Initially, my parents were afraid for my daughter. So I left her in India – it was very painful. But after I received the Blue Card, I invited my parents and my daughter here. Now she goes to school here. Nobody asks me personal questions here. Nobody has any problem if I am divorced. I can breathe freely. Here, men and women have equal rights, both my boyfriend and I work from home, but we both cook and clean – unlike the situation in India. So I want to live in Germany, especially for my daughter."

"I gradually started sensing the political atmosphere in the country and as a Muslim woman, although I come from a very liberal family, I found the society around not so progressive. There is a lot of hate against Muslims in India now. Covid-19 has made it worse, because the government claimed that Islamic sects brought Covid to India. So my parents encouraged me to apply for PhD positions in Germany. Since I was always good in academics, it was easier for me to get a PhD position than a full-time job in Germany. So I am just happy I am in Berlin, there is no one to ask me why I am out late, or to tell me that as a Muslim I do not deserve to live in India. I want to live in such a free space – not in India the way it is becoming."

Blue Card scheme, I perceive that the visibility of Indians has increased quite a lot in the German public discourse.

The second remark I want to make regarding the why is the Russian war in Ukraine – and thus again, you can witness the resurfacing of migration as a subject of political debate in German everyday lives. I think this entire conference is happening at such an opportune time! Nobody knew that this would happen, but migration as a subject has become even more important and relevant for the public discourse in Germany. I think the conference couldn't be happening at a better time actually.

What do you hope people can take away from your research and the work that you do? Do you have a dream in which everyone in the world agrees on a particular point and we are all better off as a result?

I would like people to start thinking about the fact that the history of migration is built on the discourse of colonialism. The history of civilisation is built around the history of colonialism, and the history of migration is built on the history of colonialism. We must acknowl-

edge that disjuncture of the world order and start acting on it instead of thinking: "Okay, who's better than who?"

Number of Indian Immigrants in Germany over a decade

4,800 — 2010
15,100 — 2020
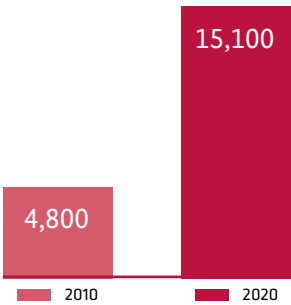
Source: Institut der deutschen Wirtschaft, IW-Report 1/2022.

% of Indian women of the total Indians entering Germany as indepedent migrants

27% — 2016
38% — 2020
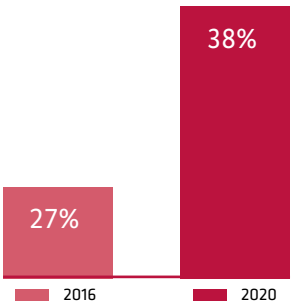
Source: Datta (2023): Stories of Indian Immigrants in Germany: Why Move? (to be published by Palgrave Macmillan, London in 2023).

Dr Amrita Datta,
Marie Curie Fellow at the Department of Sociology at the University of Siegen, received her doctoral degree from Jawaharlal Nehru University (JNU) in New Delhi, India. Through her extensive postdoctoral research on the transnational practices of the Indian Blue Card holders and students in Germany, locating the gender-mobility interface within the larger context of Germany as an immigration society, Dr Amrita Datta is part of the International Metropolis Conference's pre-working group "Impact of COVID-19 on migration and mobility." Her monograph Stories of Indian Immigrants in Germany: Why Move? will come out in Summer 2023, published by Palgrave Macmillan, London.

"Latinx families carried the US economy during the pandemic, it is only just to include them in the social safety net."

What We Owe to the Most Vulnerable:
Immigrants and Their Children in the US and Mexico

Norma Fuentes-Mayorga
City College of New York

Alfredo Cuecuecha
Universidad Popular Autónoma del Estado de Puebla

Maria de Lourdes Rosa Lopez
Universidad Popular Autónoma del Estado de Puebla
https://upaep.mx/claustro-academico?pin=9015644&pin2=5013110&pin3=197&nivel=1

Jairo Guzman
Mexican Coalition of New York
https://www.coalicionmexicana.org/

Yana Kucheva
City College of New York
https://www.yanakucheva.com/

The Pandemic Impacts on Migration, Integration and New Forms of Inequality

- Inadequate housing is a challenge many families with low income face across nations. During the pandemic, the housing situation of Latinx[*] families in the US was closely connected with corona infections.

- Severe overcrowding became a public health hazard as infections were unavoidable under these living conditions.

- A disproportionate number of members of the Latinx community work in the (food) delivery and grocery sector. These were among the most essential and unprotected workplaces during the pandemic.

- In the US, death rates due to Covid-19 are excessively higher among Black and Hispanic populations than among other groups. This is inconsistent with the Hispanic Health Paradox .

- Studies show that before Covid-19, the life expectancy among the US Hispanic community was higher in comparison to the rest of the population, and the group showed better health indicators despite less favourable economic and socio-economic conditions.

- Higher death rates in the pandemic can thus be linked to factors of structural racism, which were amplified during the pandemic.

[*] "Latinx is a neologism in American English which is used to refer to people of Latin American cultural or ethnic identity in the United States. The gender-neutral (-x) suffix replaces the (-o/-a) ending of Latino and Latina that are typical of grammatical gender in Spanish. Its plural is Latinxs" (https://en.wikipedia.org/wiki/Latinx).

"We're not going back. Virtual programs are here to stay."

Finding a New Normal in Canada: Migration, Settlement and Integration Post-Covid-19

Early Decisions and Exceptions in the Canadian Migration Policy

- Before pandemic: paper-based application system, IRCC digitised the application system.

- Visa transition ("in-Canada-immigration"), offering temporary workers permanent residency to still achieve the goals (30% before to 80% during the pandemic).

- Increasingly clear interpretation that migration is an essential tool for economic recovery, economic leverage to get out of the recession of the pandemic.

- Targets for permanent residency have risen, 1.2% of the national population – only comparable to 1910s.

Shifts

- Access to technology became crucial.

- Client Digital Navigators as a new support role.

- Core competencies of frontline staff; digital competency framework.

- Sharing digital literacy curricula, translated into various languages.

- Isolation of vulnerable populations and seniors.

- Acceess to technology: sharing of devices was gendered, males and adults are obtaining priority.

- Many clients became insular, especially the ones confronted with mental health issues.

Daniel Hiebert
The University of British Columbia
https://geog.ubc.ca/profile/dan-hiebert/

Carla Morales & Kathy Sherrell
ISSofBC
https://issbc.org/
https://migration.ubc.ca/profile/kathy-sherrell/

Michaela Hynie & Jennifer Hyndman
York University
https://health.yorku.ca/health-profiles/
index.php?mid=12603
https://jhyndman.info.yorku.ca/

"We need to think about where people tell their stories.
Being in front of a camera makes you vulnerable."

What about Migrants during Pandemic Times?

Julia Stier
Berlin Social Science Centre (WZB),
Migration Matters
https://www.wzb.eu/de/personen/julia-stier

Sophia Burton & Bernadette Klausberger
Migration Matters
https://migrationmatters.me/

Magdalena Perzyna
Toronto Metropolitan University

Opportunities and Challenges of Digital Storytelling in Science Communication

- The Covid-19 pandemic has been a challenge for the entire world, though the struggles of migrants were mostly neglected in the media.

- The digital storytelling and science communication project "Migrant lives in Pandemic Times" depicts the challenges people who left their country of origin faced during the pandemic: https://www.migrantlives.net/?/

- Loneliness, failing businesses or lack of social security – the video project makes migrant stories and researchers' perspectives on their livelihood and situation more accessible to a broader audience.

- The goal of the project is to give context to different pandemic experiences, making the people depicted more relatable and thus arousing compassion for the migrants' struggles.

- The aim of the project is not to enter the debate on pros and cons, but to show the context and the realness of different life situations.

- While some of the 150 videos were made by professionals, others were made by the migrants (or their close ones) themselves.

- Migrant protagonists tended to feel more at ease in front of the camera when they filmed themselves. Standing in front of a friend's phone camera while being vulnerable and telling a difficult story made some of the protagonists feel safe.

- A huge benefit when it comes to the project's goals: making migrant stories in pandemic times relatable, so they spark compassion and will not be overlooked again.

Luisa Biermann, Hannes Leber

2nd German-Canadian Symposium 2022

symposium

Migration in the Current Global Context

This event provided the opportunity for both countries to discuss immigration, integration, and the labour force. This interchange aims to identify avenues for further policy development through the exchange of policy expertise and best practices while underscoring the role of civil society and academia.

"The German-Canadian relationship is of importance now and it will be in the future."

PARTICIPANTS

Organizers: Enrico del Castello, Director Immigration, Refugees and Citizenship Canada (IRCC)
Anne Güller-Frey, Transnational Coordination, Network IQ MigraNet, Germany

Co-Chairs/Moderators:
Fabian Langenbruch, Federal Ministry of Labour and Social Affairs
Enrico del Castello, Research & Evaluation, IRCC

1st Round of Speakers

Gunilla Fincke, Director General at the Directorate-General Skills, Vocational Training and Securing a Skilled Labour Force at the Federal Ministry for Labour and Social Affairs

- Germany and Canada share many values and political goals: the common desire to protect democracies, to fight against climate change, to secure decent jobs, and to overcome the shortage of skilled workers.

- The two countries can thus build on mutual trust and support. The current coordinated and coherent action in the energy sector is an example of a partnership in which all parties can rely on each other.

- Canada is also a forerunner of progressive immigration policy in the context of international organisations.

- Germany is a country of immigration that invests in finding better ways to give migrants and refugees protection and support. Germany wants to foster cooperation topics like language acquisition, recognition of qualifications, shortage of labour, fair and decent work on all levels – be it between academic partners, migrant organisations, or between publicly funded support programs like Network Integration through Qualification (IQ) and between countries (language acquisition, recognition and qualification as mutual issues).

Scott Harris, Associate Deputy Minister of Immigration, Refugees and Citizenship Canada

- Europe is facing the biggest migration wave since World War II, but it isn't facing it alone.

- Immigration has remained vital in Canada; the country considers itself a place of refuge and a safe place for migrants, especially due to the changes in legislation that have been made in the last years.

- Canada has been one of the top destination countries for people looking for work abroad and wants to keep this standard up. It has set itself ambitious goals for the next years.

- There is a necessity to reform the Canadian immigration system of the 21st century to achieve that goal. The Canadian government will spend $827 million dollars to develop a new, modern immigration system. There is a constant drive to be better and to learn from countries like Germany.

"We must share our stories with the world."

"The way a country imagines its national identity shapes who is welcome and who is not."

- The pandemic has already brought along some changes, e.g., during Covid-19, online citizenship tests have been introduced and the Permanent Residency has been temporarily opened for refugees with specific skills.

German-Canadian cooperation:

- Germany and Canada follow an aligned approach on economic recovery as well as other fields.

- Up until now, Canada welcomed close to 18,000 refugees from Afghanistan. Success in the handling of such crises relies on the cooperation between all actors (politics, NGOs, employers, etc.).

- Germany already took in nearly a million Ukrainians. Canada welcomed a lot of Ukrainians as well and is enabling them to receive a visa for three years, to obtain a free open work permit or to study in Canada, as well as giving them access to a lot of other support services.

- Both countries' diversity and the resilience of their economies are due to immigration, however, many countries and their populations are holding differing views. We need to put an emphasis on the work of both countries to promote immigration – not only with data and statistics but also with real-life experiences.

Session I: Academia

Professor Dr Harald Bauder, Department of Geography and Environmental Studies and the Graduate Program in Immigration and Settlement Studies

- Academic perspective on the migration policies of both countries and the relationship between national imagination and migration policies.

- People want to be in Canada because it is supposed to be a "better place." They want to and should become Canadians ("one of us") after their arrival.

- Germany denied being an immigration country for a long time.

- The "Other" often remains a foreigner and rarely becomes "one of us."

- Shift in that perception since the 1990s: Germany regards itself as a country of immigration, while immigration is still seen as a utility.

- In Canada, immigration is also seen as a nation-building project – this perspective is still missing in Germany.

- Canada is working on a path to permanent residency for half a million undocumented people living in Canada.

- Germany also just announced their new "Chancen-Aufenthaltsgesetz," offering a pathway to work visas.

"We need fast, reliable, predictable and transparent migration management."

"With the coming changes, it will be easier for our counsellors to counsel the employers."

Dr Carola Burkert, Senior researcher at the IAB (Institute for Employment Research, Germany)

Thesis 1: Germany needs more skilled migrants.

- Decline in immigration from EU states, particularly from Eastern Europe where the economic situation is improving.

- Only 20% of immigrants arrive in Germany for work.

- Skilled immigration from third countries could be a solution, but there is still a lot to do regarding the legal framework and its implementation. Furthermore, investments into promoting Germany as an attractive destination need to be made.

Thesis 2: Immigration Act for Skilled Workers – first step in the right direction, but not a great success.

- Prerequisites: work contract and recognition of equivalence (before visa is issued), language requirements.

- Main challenge: highly bureaucratic process of recognition of foreign qualification and procedures that are lengthy and difficult to understand.

Thesis 3: Urgent need for action – law and administration.

Approach 1: legal and substantive design through the federal government and the states

- Processes are very complex and lengthy, introduction of alternative criteria – the discussed "Chancenkarte" represents a start.

Approach 2: migration management

- More efficient administration, as a sensible law doesn't work without a functioning administration. The keywords here are: fast, reliable, predictable, and transparent.

- Optimisation of the interaction between visa offices, Foreigners' Authorities and the Employment Agency as well as between regions – what can Germany learn from Canada in this respect?

Thesis 4: Welcoming migrants and giving a perspective towards naturalisation pays off.

- Change in the welcoming culture: we need to include a positive view of immigration and immigrants as future citizens.

- Change in the welcoming structure: support during integration process especially in the smaller cities and rural areas, making it easier for families to migrate.

2nd Round of Speakers

- Remarks on the Skilled Immigration Act: change in definition of skilled workers, including not only people with a university degree but also individuals that have a degree in vocational education and training.

- The long waiting period arising from having to meet all requirements (language skills, work contract, qualification) concerns not only the employer but also the migrants who must invest a lot of time and money.

- The equivalence of the qualification is an especially high obstacle, but exceptions already exist for IT experts – so far, only this group is excluded from having to fulfil all the criteria, but the German government is working on easing these restrictions.

- Retaining skilled immigrants who might leave Germany again is growing as an issue. A BA study shows that the main reasons for leaving Germany are partners that still live in another country or the loss of a job. Only 7% had contact with their local BA office – our public employment service must work on that. It should also be noted that 50% of these people said they had experienced discrimination in Germany.

David Cashaback, Director General of Settlement and Integration Policy at Immigration, Refugees and Citizenship Canada (IRCC)

Overview of the settlement program:

- Integration in Canada is divided between federal government and territorial governments.

- Employment services are designed to help enter and participate in the labour market (job search skills etc.).

Impact of Covid-19 on the settlement program:

- The pandemic highlighted the importance of immigration to the health system and the agricultural sector.

- Overall, newcomers were hit harder than Canadians: more infection, information was often not provided in their language, settlement services needed to be online as well.

- Emphasis on communication in the settlement sector, early warning system. The sector played a crucial role in the pandemic.

What it means for the future:

- Online services have been a plus for many people, but there are still lots of barriers for people without language skills. In-person services are still very much necessary, as human interaction is important in the context of integration.

- A study shows that the flexible services are working for the clients. At the same time, main factors for a higher participation in the labour market are volunteering, having friends in Canada and developing a sense of belonging.

Vera Egenberger, Trade Union Secretary for the German Trade Union Confederation (DGB)

- Immigration law can either control immigration or welcome people to Germany by making it as easy as possible for them to come. There is a shift in Germany: coming from a position of "we don't want people to come" to the realisation that "we need people to come."

- Two large packages of immigrant law provisions that have been introduced in the coalition contract, but the legal framework and the practical implementations are often not working together – although this is a crucial aspect.

- Currently, there is a consensus within the new government that a point system like in other countries should be introduced. In Germany, an example of this is the "Chancenkarte."

"The pandemic has highlighted the importance of immigration."

"The legal framework and the practical implementation need to work together."

- Still, many residence status categories remain very precarious and restricted in vocational training and work and the number of people staying on humanitarian grounds and achieving employment are very low.

- Discrimination is a big issue: there is an equal treatment act, but it is still weak. The government wants to provide people with better tools for taking action which will hopefully improve the situation.

3rd Round of Speakers: Civil Society Perspective

Fariborz Birjandian, Chief Executive Officer, Calgary Catholic Immigration Society

Creation of conditions of success for newcomers:

- Labour market participation does not equal integration.

- Many newcomers come to Canada because they want to become successful, and they put in a great amount of effort and resources to do so. It is the responsibility of policymakers, academia, and practitioners to create conditions that enable newcomers to be successful.

- To create the conditions for success, practitioners must make the right investments: language training, bridging and preparation programs, etc. We need more investments in making people job-ready.

What have we learned from Covid-19?

- Canada should have kept the borders open for immigration in general and not only for refugee resettlement programs during the pandemic.

- Canada is in a good position as it selects who to invite. Canadians want immigrants and refugees to succeed, this is also the public notion. Employers strive to create a welcoming workplace.

- Do we recognise the needs of newcomers and their vulnerability? How do countries manage crises? We need a checklist for the next crisis – how can we be better prepared?

Doritt Komitowski, lawyer and research associate at Minor Kontor

- How can we be prepared for the next crisis? One lesson we learned in Network Integration through Qualification is that the higher the qualification, the better the situation in a crisis.

- Laws need a few years to be implemented. Humanitarian and migration laws from outside of the EU are all covered by different legal frames.

- NGOs need to break this complexity down for different groups of migrants.

- Understanding perspectives in this field as a key point: In Germany, we have different forms of migration and all of them are covered by different legal frames.

"Newcomers have no influence – it is our job to create conditions for them to become successful."

"The higher the qualification, the lesser the problems in a crisis."

Technological Development and the Future of Work

Current technological and digital developments are fundamentally changing the world of work. This will have an impact on future ways of working, labour mobility and migration. What will these look like in a transformed world of work?

Voices from the IMCB22

"Automatisation will do away with routine jobs; many of these occupations are currently filled by migrants."

"Interpretation of ethnicity and gender comes in at the design level of algorithms."

"Skills-based hiring based on microcredentials is becoming more important than degree hiring."

"Upskilling trends include 'learning on demand,' 'learning just in time,' 'learning just enough.'"

"Chips and semiconductors are the fuel of the digital era, but there are no qualified workers."

Will remote work become an alternative to labour migration?"

"Bottom-up humanitarian innovation has a strong role in transforming opportunities for refugees. Digital and hybrid education and processes of certification and recognition flatten out inequalities shaped by geography and time. Mobile phones are central to the lives of refugees worldwide; we see a coverage of almost 100%."

Marie Mc Auliffe, PhD, & Adrian Kitimbo

Combating Disinformation about Migration in Digital Domains

Broadly defined as the deliberate creation and dissemination of false information, disinformation is an age-old phenomenon that has in recent years become magnified by digital technologies.[1] While disinformation is evidently prevalent across a multitude of areas, migration has particularly become a target and seems to attract significantly more false information.[2]

The complexity of migration – with facts that can sometimes be difficult to explain – combined with the topic's high political salience means that it is especially prone to disinformation. Often linked to sensitive issues such as security, religion, jobs, and even health – as we have recently seen during the Covid-19 pandemic –, disinformation about migrants has played a role in propagating divisions within society, while also reinforcing false narratives about migrants.

A range of actors, such as politicians, have long perpetuated untrue and unfounded claims about migrants. Nativist politicians and far right groups across the world regularly scapegoat migrants for a range of societal ills, using them as political tools to mobilise votes and to advance their agendas, including those related to pushing through anti-immigration policies.[3]

The Covid-19 pandemic heightened disinformation about migrants, with many blamed for spreading or introducing the virus.[4] Many migrants who were already dealing with significant economic impacts due to the pandemic, including the loss of livelihoods, also had to contend with discrimination and marginalisation, further exacerbating their already dire socio-economic situations.

The impacts of disinformation are real and far-reaching, with sometimes devastating consequences for migrants. Often, these falsehoods have resulted in hostility and discrimination against migrants, while also fuelling xenophobia and hate speech.[5] The negative attitudes towards migrants due to disinformation have also sometimes led to the legitimisation of anti-migrant policies, with sweeping implications, including for groups of migrants seeking protection.

Importantly, migrants themselves are not immune from disinformation; technologies such as social media – which many rely on to access information – are often rampant with falsehoods. These falsehoods have sometimes been embraced by migrants as accurate information, resulting in ill-informed choices, including when it comes to decisions about migration journeys.[2]

Indeed, technologies such as social media continue to play an outsized role in spreading falsehoods about migrants. Most, if not all, social media platforms are "designed to maximize engagement, rather than information exchange or civil debate, they provide multiple opportunities for disinformation to flourish."[2] Moreover, rhetoric and narratives that were previously relegated to marginal websites that most people had not heard of now thrive on social media where they reach significantly larger audiences.[2]

While tackling disinformation is neither easy nor straightforward, it is important – and even urgent – to continuously find ways to counter the proliferation of falsehoods on migrants and migration. Recent research has shown that providing correct information can lessen misperceptions and reduce negative attitudes towards migrants.[2, 6] Indeed, there is widespread consensus – both within policy and research spheres – that the availability of data as well as accurate and balanced information on migration are key to addressing the challenges, while also harnessing the benefits that migration can bring. Moreover, accurate information and reliable data on migration are also vital to tackling the disinformation.

Global reference reports, such as the **World Migration Report,** the flagship publication of the International Organization for Migration (IOM), play a key role in presenting migration data, information and analysis that is balanced and accurate. The Report collates, presents, and analyses data for consumption by general, policy, technical as well as educational audiences. To maximise its utility, the report is supplemented by a range of digital tools, including interactive data visualisations that support sustainable efforts in countering disinformation on migration and migrants with a design that is both engaging and appealing.[7]

Data visualisation has become an important means of communication in a range of fields, including migration. The increasing visualisation of data, including migration data, reflects the effectiveness of this form of communication. Graphics not only show aspects that models and statistics may miss, but they also foster questions "that stimulate research and suggest ideas."[8] Data visualisation also has several advantages, such as allowing users to identify emergent patterns and instantly showing large amounts of data while boosting the understanding of both small-scale and large-scale data.[9] Others have pointed to how visualisations aid in decision-making, particularly in this day and age, when decision makers increasingly rely on data.[10]

With several aspects that can be conveyed visually as well as being both a politically and publicly relevant topic, international migration is especially well-suited for visualisation. Migration entails several dimensions and features that can be visualised, and key data have recently been captured on the **World Migration Report's interactive platform.**

Designed to further enhance both the utility and accessibility of the World Migration Report, this digital platform presents a selection of key data visualisations from the report in a way that is accessible, interactive, and visually engaging for readers and users of migration data. Extending robust outputs in this way expands access to evidence-based information about migration, providing the potential to support constructive debates to help transform the polarisation triggered by misinformation and fake news that influence the perceptions of reality in the current "network society."[11]

Figure 1. Migrants to, within and from Africa, 1990–2020
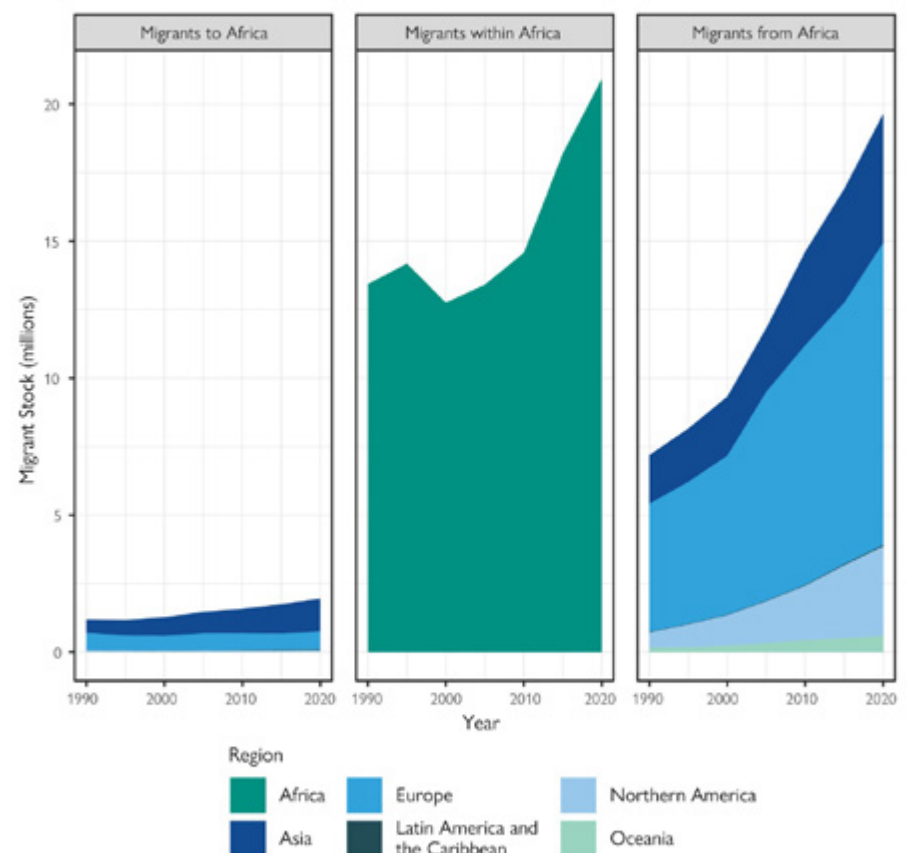
Source: UN DESA, 2021.
Note: "Migrants to Africa" refers to migrants residing in the region (i.e. Africa) who were born in one of the other regions (e.g. Europe or Asia). "Migrants within Africa" refers to migrants born in the region (i.e. Africa) and residing outside their country of birth, but still within the African region. "Migrants from Africa" refers to people born in Africa who were residing outside the region (e.g. in Europe or Northern America).

More migration happens within Africa than from Africa
A classic portrayal in Europe is of a "flood" of people from sub-Saharan Africa trying to leave behind poverty and hardship and making it to the European Union through irregular means. The reality, however, is that migration in Africa is predominantly intraregional, with around 21 million African international migrants living in another African country in 2020. The number of Africans living outside the continent was lower, at around 17 million, with the majority (11 million) in Europe.

Digital tools to support access to, and uptake of, migration data, research and analysis

- **World Migration Report Interactive Platform**

- **World Migration Interactive Educators' Toolkit**

- **World Migration Policy Toolkit**

- **World Migration Fact-Checkers' Toolkit**

The data visualisations presented on the platform are based on the data and analysis in the World Migration Report, whose chapters are co-authored with, and peer-reviewed by some of the leading migration academics as well as IOM experts. The short narratives that accompany the visualisations support user interaction, making key facts more accessible to a wide variety of users, including policymakers, researchers, and media professionals (such as journalists, fact-checkers, and social media/community managers), as well as the general public.

The platform also features several useful and specialised resources, including educational and other tools for key audiences such as fact-checkers. The World Migration Interactive Educators' Toolkit, for example, draws on the data, research, and analysis in the World Migration Report series to provide key tools for use in the classroom. With the toolkit, educators can stimulate the active engagement of their students in global and local conversations about migration, including on themes such as demographic change and the drivers of migration, displacement, and mobility.

Migration will continue to be a key issue in many countries around the world for years to come. As a result, it will remain susceptible to untruths/falsehoods. Our digital age also ensures that disinformation about migrants and migration will continue to spread quickly and widely. Initiatives such as the World Migration Report Interactive Platform are fit for purpose – given our current digital environments – and will remain critical to reducing the complexity of migration and to tackling disinformation by providing facts, accurate information and data in a way that is accessible and engaging to all audiences.

Marie McAuliffe
is the head of the Migration Research & Publications Division at IOM headquarters in Geneva and Editor of IOM's flagship World Migration Report. She is an international migration specialist with more than 20 years of experience in migration as a practitioner, program manager, senior official and researcher.

Adrian Kitimbo
is a Research Officer in the Migration Research & Publications Division in IOM headquarters (Geneva) where he works across a range of migration research initiatives, including the IOM flagship World Migration Report.

From the World Migration Report:

- **World Migration Report 2022: Chapter 9 – Migration und slow-onset impacts of climate change: taking stock and taking action**

- **World Migration Report 2022: Chapter 6 – Peace and security as drivers of stability, development and safe migration**

- **World Migration Report 2022: Chapter 5 – The Great Disrupter: COVID-19's impact on migration, mobility and migrants globally**

- **World Migration Report 2022: Chapter 3 – Migration and Migrants: Regional Dimensions and Developments**

- **World Migration Report 2022: Chapter 2 – Migration and Migrants: A Global Overview**

- **World Migration Report 2022: Chapter 1 – Report Overview: Technological, geopolitical and environmental transformations shaping our migration and mobility futures**

Sources:

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Professor Dr Martin Bak Jørgensen

DIGINAUTS

Despite the "digital turn" in migration research, there has been a lack of studies focusing on migrants' usages of information and communications technology (ICT). The interdisciplinary DIGINAUTS project set out to investigate the digital navigation of migrants on arrival sites and en route to Europe. It was funded by the Danish Velux Foundations and started in 2018 and finished in 2021. The last publication has just been published.

Digital technologies and platforms are an integral part of most people's everyday lives. This also applies to people on the run. For them, GPS apps, messaging services, such as WhatsApp, and social media, such as Facebook, are of crucial importance when they have to find routes through Europe, obtain information, keep in touch with family and friends in their home country, receive money transfers etc., but they also help to create a higher degree of security for the individual.

DIGINAUTS wanted to examine how migrants' widespread, varied and innovative digital practices remake migration and potentially create networks of solidarity as migrants navigate through the European border regime. The project focused on the following research questions:

How do migrants integrate ICT into migration practices, and how are existing digital platforms reconfigured for navigation and for creating solidarity networks?

What are the challenges and potentials for aid workers as they relate (or fail to relate) to migrants' digital practices?

How can insight into migrants' digital usages (en route and on site) lead to a better understanding of migrants' routings, everyday practices and life conditions?

The methods that were employed in this project were chosen for their ability to identify and interrogate complex relations and to guide analysis at the intersection of migration and the digital world. Thus, to gain insights into migrants' day-to-day use of ICT, we applied a mixed-methods approach that combined ethnographic, qualitative data with digital methods. Previous studies of ICT in migration have been based on qualitative data, with no or little use of the emerging computational techniques applied to social media data. Nevertheless, the digital practices that migrants put in place before, during and after their journey, are supported by existing digital platforms and produce digital traces and digital data. The project produced a general mapping of how digital practices combine with digital platforms that will support and inform the ethnographic fieldwork. At the same time, ethnographic fieldwork provided constant feedback to the digital methods for further data collection or deeper data analysis.

The lack of up-to-date digital empirical data has been one of the challenges for theoretical advances in the field of migration. Although institutions like Eurostat have worked to improve the availability of statistical data, there is a profound time lag in the collection of data and in the production of statistics. This challenge

becomes even larger when we turn our gaze from patterns of mobility of regular migrants, which we can trace through visa regimes and official statistics, to the irregular migrants most often not detected by the official channels of data collection. New methods for collecting online data can help us identify these unregistered external, internal and localised mobilities using API interfaces, web-scraping techniques and geolocated data. This methodological approach can help us answer how the migrant target group of this application manages and navigates mobility, and how this group interlinks (or doesn't interlink) with solidarity networks in and en route to different migratory hubs.

Our digital data consisted of a mapping of a set of public Facebook pages from Denmark, Germany, Greece and Sweden. These public pages were manually selected following two principles: a) the page had to be public and b) it had to have a user-centric perspective. The public nature of the pages, together with the anonymisation of the users and the deletion of any identifiable information, was a pre-requisite for a privacy-oriented research design. Collecting the pages with a user-centric perspective means that the research team simulated migrants' information-seeking practices by using a combination of keywords from specific searches, both in the local languages (German, Greek, Danish, Swedish) as well as in community languages (Arabic) and English, to identify valuable online resources. These resources were then complemented with pre-existing information obtained from pilot interviews conducted in Greece, in the Øresund region, and in Germany. This bottom-up approach produced a final dataset composed of 200 Facebook pages that were then manually coded with additional information, such as the type of actor behind each Facebook page, the physical location of the actor, the date when the page was created as well as the language (or languages) used on the page. At the same time, the whole content (posts, comments and reactions) publicly available on the pages was downloaded using Facebook's API. This produced a final dataset totalling 200 pages, 84,359 posts and 2,254,923 comments produced between December, 20th 2010 and September, 24th 2018.

DIGINAUTS has led to several publications. Two of them are particularly worth noticing.

Research methodologies and ethical challenges in digital migration studies. Caring for (big) data? is published with open access on Palgrave Macmillan: The book investigates the methodological and ethical dilemmas involved when working with digital technologies and large-scale datasets in relation to ethnographic studies of digital migration practices and trajectories. Digital technologies reshape not only every phase of the migration process itself (by providing new ways to access, share and preserve relevant information) but also the activities of other actors, from solidarity networks to border control agencies. In doing so, digital technologies create a whole new set of ethical and methodological challenges for migration studies: from data access to data interpretation, privacy protection, and research ethics more generally.

Of specific concern are the aspects of digital migration researchers accessing digital platforms used by migrants who are subject to precarious and insecure life circumstances, lack recognised papers and are in danger of being rejected and deported. Thus, the authors call for new modes of "caring for (big) data" when researching migrants' digital practices in the configuration of migration and borders. Besides taking proper care of research participants' privacy, autonomy, and security, this also spans carefully establishing analytically sustainable environments for the respective datasets. Along with Science and Technology Studies and Feminist Theory, contributions draw on Anthropology of Migration and Critical Border and Migration Research in which the exceptionality and irregularity of categories such as "refugee" and "migrant" are critically and self-reflexively assessed. In doing so, the book argues that it is essential to carefully reflect on researchers' own positioning as being part of the challenge they seek to address.

See: **https://link.springer.com/book/10.1007/ 978-3-030-81226-3**

"This methodological approach can help us answer how the migrant target group of this application manages and navigates mobility, and how this group interlinks with solidarity networks."

The second book is The Migration Mobile. Border Dissidence, Sociotechnical Resistance, and the Construction of Irregularized Migrants, just published by Rowman & Littlefield. In the book, we shed light on migrants' use of digital technologies and platforms in the encounter with the European border regimes. Through the widespread use of smartphones, e.g., it has become possible for migrants to give an insight into the resistance they encounter from border regimes, and in addition, our work also shows that groups in particularly vulnerable situations, e.g., minority groups among minorities, as for instance refugees identifying as LGBT, often use technologies and platforms to find safety in environments that are not tolerant or attentive to their needs. At the same time, digital technologies have become important tools in relation to obtaining information about changes in the individual countries' asylum policy. It can therefore also have major consequences for those migrants who do not have good IT skills. This creates a great deal of uncertainty and can be decisive for their claim for asylum or later opportunities for, e.g., access to education, family reunification or possible deportation.

The book shows how in several places publicly accessible Wi-Fi hotspots are closed. This puts many migrants in a difficult situation, because they cannot afford to pay for Wi-Fi or subscriptions with data usage. In this way, they are excluded from information and from being able to get in touch with family and friends. Access to both information and the digital infrastructure is essential to be able to navigate the European border regime, but also to maintain very basic everyday routines.

Results from the research project are collected in the book

The Migration Mobile:
https://rowman.com/ISBN/9781538165164/
The-Migration-Mobile-Border-Dissidence-
Sociotechnical-Resistance-and-the-
Construction-of-Irregularized-Migrants

Read more about the research project:
https://www.en.culture.aau.dk/research/projects/
diginauts/project+description/

Martin Bak Jørgensen
is Professor in Processes of Migration at DEMOS at the Department for Culture and Learning, Aalborg University, Denmark. He works within the fields of sociology, political sociology and political science. He has published the books Politics of Dissent (Peter Lang 2015), Solidarity Without Borders: Gramscian perspectives on migration and civil society alliances (Pluto Press 2016), and Solidarity and the 'Refugee Crisis' in Europe (Palgrave Macmillan 2019), all co-authored with Óscar García Agustín. He has published articles in the journals Internal Migration Review, Critical Sociology, Journal of International Migration and Integration and British Journal of International Politics.
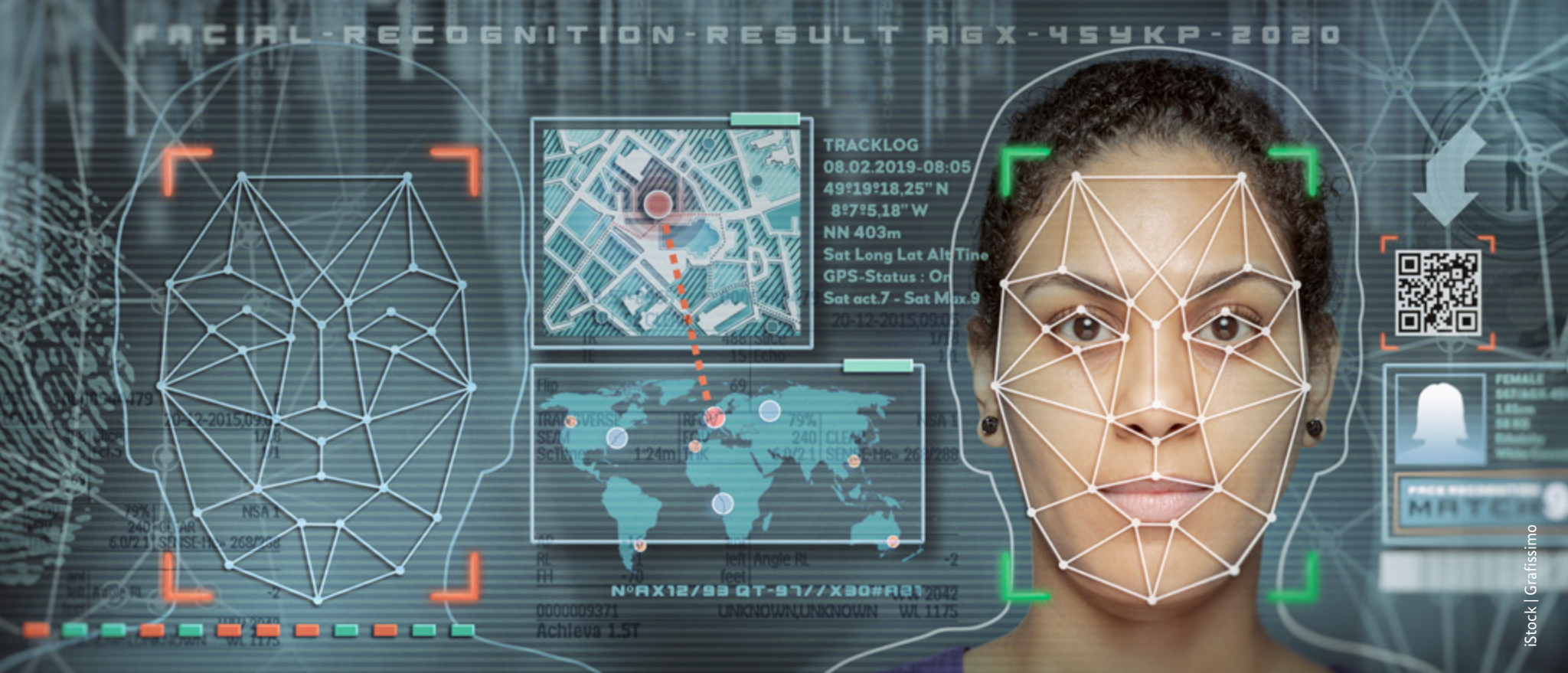
Professor Dr Hannes Schammann & Dr Danielle Gluns

Opportunities and Risks of Digitalisation in Migration Policy

Even before the Corona pandemic, everyone had been talking about digitalisation, and digital technologies are finding their way into all areas of life, both in private and in working life. This is no different in migration and integration policy: Here, too, data is already being processed digitally and computer-based systems are simplifying and speeding up processes. At the same time, digitalisation also entails risks, both in terms of data protection and with regard to the possibility of discrimination by algorithms. Professor Dr Hannes Schammann and Dr Danielle Gluns talked to us about the opportunities and risks based on two research projects in the field of migration policy.

How would you describe the current state of digitalisation in migration policy?

Dr Danielle Gluns: There is a lot of variation between different areas. If you look at the EU's external border controls, for example, it becomes clear that digital technologies have long since played a central role: passports are scanned, fingerprints and photos are digitally checked, and databases are consulted to verify the identity and status of a person. In contrast, large areas, such as municipal migration work, are still characterised by analogue processes, as we demonstrated in the project "Hand in hand?" (see box). For example, one has to appear at the foreigners' registration office in person and fill out paper applications to extend a residence status.
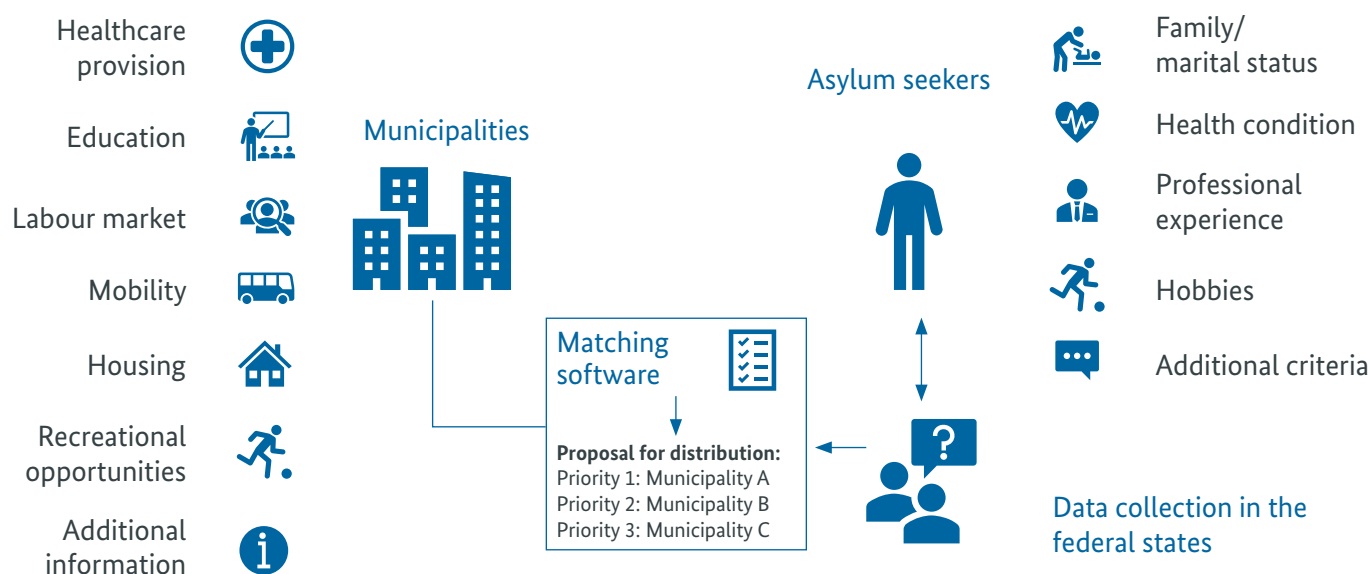
Would an increase in digitalisation in this area be desirable?

Gluns: This brings us to the opportunities and risks of digitalisation. Electronic or digital processes promise a simplification and an acceleration: Electronic applications can decrease processing times because data is not manually entered, but it can be directly transferred into the corresponding systems. If I can submit the application online from home and don't have to go to the office, I don't have to wait for an appointment. This applies to procedures such as registering a car as well as to specific migration-related procedures such as registering for a language course.

Professor Dr Hannes Schammann: However, data protection and data security are very important criteria when it comes to immigration law and especially refugee-related procedures. For example, if a person is fleeing from state persecution, their data must be specially protected from this state. Of course, this does not exclude electronic data processing, but it does argue against compiling all relevant data on a person in a single database, such as the Central Register of Foreign Nationals.[1]

Gluns: If data protection and data security are guaranteed, however, we believe that digital technologies can offer an advantage for migrants and refugees. Various projects around the world that develop algorithms to better distribute refugees among municipalities are good examples of that. In Germany, we are carrying out the Match'In project in collaboration with four federal states and Professor Dr Petra Bendel and her team from the

Match'In – pilot project for the distribution of asylum seekers

Healthcare provision

Education

Municipalities

Labour market

Mobility

Housing

Matching software

Recreational opportunities

Additional information

Proposal for distribution:
Priority 1: Municipality A
Priority 2: Municipality B
Priority 3: Municipality C

Asylum seekers

Family/ marital status

Health condition

Professional experience

Hobbies

Additional criteria

Data collection in the federal states

University of Erlangen-Nuremberg and the Software Systems Engineering working group at the University of Hildesheim (see box). Our software aims to better consider the prerequisites and needs of refugees as well as the infrastructure and living conditions in the municipalities than the current distribution does, which is mainly based on quotas.

Which advantages does an algorithm-based distribution bring?

Gluns: We hope that taking the criteria into account will improve people's opportunities for participation, as refugees will then (hopefully) find the conditions they need for a self-determined life in their hometowns which meet their preferences. If this is successful, not only the refugees themselves but also the municipalities will benefit, as their investments in integration will be "worthwhile." They will gain new citizens that make an active contribution to local development.

Schammann: In our research, we have seen that, for example, it often does not make sense to assign young, single people with high educational ambitions or a strong desire to participate in the labour market to communities that cannot fulfil these wishes. However, for people in a different life situation, such as families with small children, the same municipalities can be well suited because they offer sufficient day care places and enough leisure activities for children.[2]

Gluns: But we can only know whether this will be successful after finishing our project. We are currently developing the algorithm with our project partners and are then going to pilot it in four federal states. We will scientifically monitor this piloting. On the one hand, we want to continuously improve the algorithm during the piloting, and on the other hand, we want to collect data to ascertain at the end whether our hopes will be

PROJECT MATCH'IN

The Match'In project is run by the University of Hildesheim in collaboration with the University of Erlangen-Nuremberg and four federal states of Germany (Hesse, Lower Saxony, North Rhine-Westphalia, Rhineland-Palatinate). It is funded by Stiftung Mercator.

Together, the partners are developing an algorithm that addresses the distribution of refugees from the federal states to the municipalities. This decision is currently made primarily based on quotas and close family relationships. Other aspects are not systematically taken into account.

The matching procedure that is being developed, however, is considering the individual conditions of those seeking asylum (e.g., professional experience or health needs) and their preferences (e.g., leisure activities) as well as conditions in the municipalities (e.g., local educational institutions, the structures of the labor and housing market as well as support structures).

www.matchin-projekt.de/en/

"Digitalisation in migration policy varies widely – from high-tech border control to paper-based procedures by local authorities."

fulfilled and whether the algorithm-based distribution will bring about improvements.

And what kind of risks are associated with this project?

Schammann: The biggest risk, of course, is not only that we do not bring about any improvements with the algorithm, but also that it even harms people or that it has a discriminatory effect on individual groups of people. However, we employ four different measures in our project to prevent this from happening.

Gluns: Firstly, decisions are always made by a human being, not by the algorithm. The algorithm only shows

which of our pilot municipalities fits well to a person and on which characteristics this result is based.

The allocation itself, however, is made by people who have access to additional information. Secondly, the algorithm is developed in a participatory process involving not only the project partners but also refugees themselves, civil society, and experts on various topics. Thirdly, data such as country of origin or residence status is not collected. And fourthly, we are taking various precautions to ensure data protection, including pseudonymising the data for the actual matching.

Thank you for the interview.

PROJECT "HAND IN HAND?"

The project "Hand in hand? Opportunities and risks of data management in local integration work" was funded by the German Government through the Federal Government Commissioner for Migration, Refugees and Integration from November 2020 to March 2022. It was implemented by the University of Hildesheim and the Robert Bosch Foundation.

The project's aim was to provide an insight into the municipal practice of data management, to identify challenges and to find possible solutions.

In the final study Vernetzte Daten, vernetzte Behörden? Datenmanagement, Datenschutz und Kooperation in der lokalen Integrationsarbeit (https://www.bosch-stiftung.de/de/publication/vernetzte-daten-vernetzte-behoerden), it was possible to identify areas in which linked data management could make things easier for immigrants and authorities alike.

At the same time, the study highlights the data protection rights and interests of immigrants which stand in the way of certain forms of data exchange and which – in light of current practice – should be strengthened.

Hannes Schammann
is Professor of Political Science with a focus on migration policy at the University of Hildesheim, where he heads the Migration Policy Research Group (MPRG). From 2014 to 2018, he was a junior professor in Hildesheim after having worked in the field of migration and integration policy for six years.

Danielle Gluns
is head of the Research and Transfer Office for Migration Policy at the University of Hildesheim. She deals with questions of migration, asylum, and integration policy in the German and European multi-level governance.

Sources:

[1] More information on this can be found in the study Vernetzte Daten, vernetzte Behörden? Datenmanagement, Datenschutz und Kooperation in der lokalen Integrationsarbeit. https://www.bosch-stiftung.de/de/publikation/vernetzte-daten-vernetzte-behoerden

[2] See Mehl, P., et al. (eds.): Geflüchtete in ländlichen Regionen Deutschlands. Wiesbaden 2023. https://link.springer.com/book/9783658366889

"Depicting migrants as exceptional rather than as a part of the 'we' can have the effect of widening the gulf between us and them."

Perceptions and Realities:
Towards a Depolarised Debate on Migration

Teresa Albano
OSCE Economic and Environmental Activities (OCEEA)

E-MINDFUL
https://e-mindful.eu/

Igli Hasani
OSCE Economic and Environmental Activities
https://www.osce.org/node/512656

Tina Zournatzi
European Commission's Directorate General for Communication
https://ec.europa.eu/environment/archives/greenweek2021/virtual-conference/moderator/tina-zournatzi/

Natalia Banulescu-Bogdan
Migration Policy Institute
https://www.migrationpolicy.org/about/staff/natalia-banulescu-bogdan

Dr Lenka Drazanova
Migration Policy Centre at the European University Institute
http://www.lenkadrazanova.com/

The OSCE project "E-MINDFUL"

- Largest security organisation of the UN.

- Engagement in the field of migration governance less apparent, but since its founding, it focuses on the movement of people as a factor for economic development.

- Migration is too often represented as a crisis, prejudices are strengthened. Is there a way to communicate migration and its complexities?

- Attitudes on migration are based upon people's values: self-transcendence, caring for others vs value of preservation and conservation of group cohesion.

- EU: Action Plan on disinformation.

- Campaign on raising awareness of the issue – hope-based, positive narrative: increasing migration literacy, debunking myths about migration, human stories.

- Target audience: youth and the "movable middle."

Banulescu-Bogdan

- Four main aggravators can spike tensions: chaos / lack of predictability; no end in sight / generosity fatigue (support for arrivals eventually bumps up against limits of hospitality); perceptions around fairness / deservedness; existential angst (fear that migration will change the fundamental structure of society).

- People turn to their networks to confirm new information: It's more about the message that you are sending than it is about finding a trusted massage.

- Pragmatism instead of compassion: best way to improve common future.

- Show, don't tell: show the potential and the benefits.

- Alternative narratives: what migrants and local communities have in common; highlighting contributions to the community – not as a cliché but as a very normal part of society.

"The rich world fetishises high-skilled immigration."

"Selecting by Origin"

Revisited:

Are Labour Migration Policies Becoming More Particularistic towards Source Countries?

Dr Holger Kolb
Expert Council on Integration and Migration
https://www.svr-migration.de/en/team/dr-holger-kolb/

Dr Jan Schneider
Expert Council on Integration and Migration
https://www.svr-migration.de/mitarbeiter/
dr-jan-schneider/

Professor Dr Christian Joppke
University of Bern
https://www.soz.unibe.ch/ueber_uns/personen/
prof_dr_joppke_christian/index_ger.html

Claudia Finotelli
Universidad Complutense de Madrid
https://www.fieri.it/claudia-finotelli/

Marta Pachocka
Centre of Migration Research, University of Warsaw
https://www.migracje.uw.edu.pl/zespol/marta-pachocka-2/

- Workshop title inspired by Christian Joppke's book Selected by Origin. Ethnic Migration in the Liberal State, 2005.

- Are we re-entering the selection by origin, and is this an anachronism in liberal and open democratic societies?

- The concept of ethnic migration comes with the intrinsic consideration of certain traits.

- "The opposite of selection by origin is selecting by merit – is that any better? Meritocracy is the chief ideology of the neoliberal and enforces inequalities."

- Antje Ellermann coined the concept of "human capital citizenship."

- Case of Poland: population of foreign labour consists of 64% Ukrainians; "Ukrainization of labour migration."

- Citizenship by heritage, declaration of Polish origin, diasporic connection or past – Poland is historically neither a settler nor a colonial state, but rather a diasporic state.

Italy and Spain

- Latecomers in immigration, "reluctant guardians of the borders."

- Italy: bilateral agreements to solve problems with irregular migration, labour migration policies respond to situations in other fields.

- Source-country criteria more relevant than skills in the context of border externalisation.

- Conditionality: offering a number of entry slots for citizens in case that irregular migration is controlled internally (Albania, Egypt).

Germany

- Historically bilateral agreements are the foundation of German labour market policy.

- Immigration Act: comprehensive and general labour market scheme; key feature of country of origin was absent, rapid policy changes towards liberalisation of labour migration.

- Source country universalism is about to change or has changed – markedly with the Western Balkan Regulation, driven by considerations from the area of asylum migration.

- At odds with the meritocratic ideal of labour market integration.

"Experiencing power is important when we rationalise our own bias."

Let's Get Inclusive!
Diverse – Digital – Sustainable:
Key Competencies in the Labour Market

Sinela Jurkova
Calgary Catholic Immigration Society
https://migrationresearch.com/experts/
sinela-jurkova/821#roles

Cash Garman
Kaleidoscope XR
https://kaleidoscopexr.ca/

Tina Lachmayr
VIA Bayern e. V.
https://www.via-bayern.de/

Andrea Voigt
VIA Bayern e. V. & IQ Network

Caroline Hornstein Tomic
THE CIVICS Innovation Hub & Ivo Pilar
Institute of Social Sciences
https://www.researchgate.net/profile/
Caroline-Hornstein-Tomic-2

Civic Scouts at Work

- Capacity development programme for citizens working in enterprises in Germany, Bulgaria, Croatia, and Hungary.

- Training modules for Civic Scouts include elements of civic education. They focus on developing different competencies such as critical thinking, tolerance, or transformation skills.

Leveraging VR for Diversity

- How does racism occur? We have our own biases; we work and live through biases. They are only negative when we show behaviours that develop into stereotypes and prejudices.

- Prototype development with Jeremy Bailenson, MIT, expert on VR's empathy-fostering potential, programming by Kaleidoscope XR Lead Hacker Cash Garman.

- Mostly used in training of teachers. Next step: training of employers and HR professionals.

Climate Change –
Impact on Migration

The effects of global warming on society can already be felt – and they will become more noticeable in the future. This will also have an influence on global migration processes. How are climate change and migration connected? The discussions consider migration decisions, migration paths, humanitarian needs and political options.

Voices from the IMCB22

"Can we use self-learning technology / Artificial Intelligence to solve the problem on how to better predict tipping point risks?"

"Pledges to the decarbonisation of the world economy are transformative and incredibly ambitious, while we do not see change happening fast."

"If nothing changes, in 50 years time, Brazil, the Horn of Africa, India, Indonesia and the Middle East are at risk of an unbearable heat."

"Climate change does not respect borders."

"The more agency and options migrants have, the greater the opportunities for the sending and receiving countries."

"Especially internal migration is an important coping mechanism regarding climate change."

"New Zealand has introduced a new legal category for climate refugees and prepares to take responsibility for the Pacific Islands."

Professor Robert McLeman

# Higher Levels of International Migration Are Needed in a Changing Climate

Migration policy will be an increasingly important component of wider efforts at national and international scales to cope with and adapt to the impacts of climate change. Depending on the circumstances under which it occurs, migration can contribute positively to sustainable development in sending and receiving countries, while at the same time generating benefits and opportunities for migrants, their families, and their home communities. Current policies of high-income countries that seek to suppress migration from low-income countries undermine efforts to reduce vulnerability to climate change and to build sustainable economic growth in low-income countries. Paradoxically, these policies deprive labour markets in high-income countries with aging populations of the human capital on which their future economic growth will depend.

Overview of the Current Challenge

Currently, over 20 million people each year are displaced from their homes by floods, extreme storms, droughts, wildfires, and other weather-related disasters.[1] The largest number of weather-related displacement each year typically occurs in Asia, although no country or

continent is exempt (Figure 1). The frequency and/or severity of extreme weather events is projected to rise in most regions given the international community's unwillingness to control greenhouse-gas emissions and

Figure 1: Average number of annual weather-related displacements by region (from Cissé et al. 2022;[2] data from Internal Displacement Monitoring Centre)
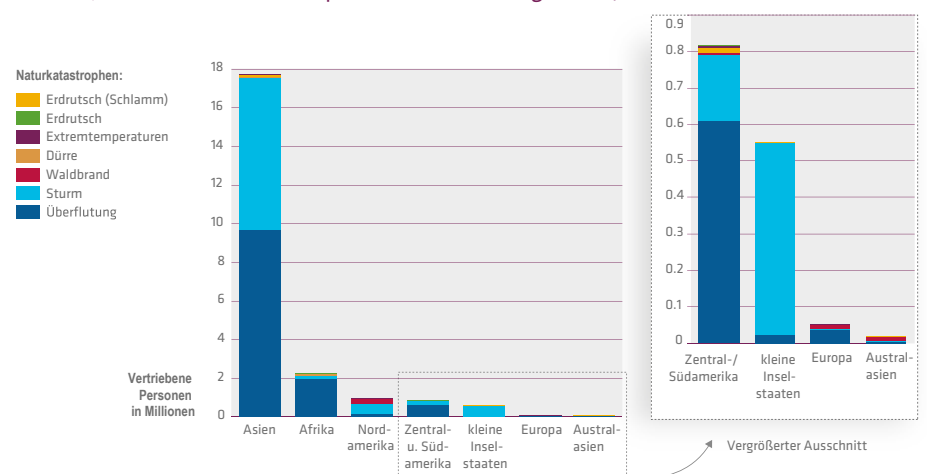
to thereby slow the ongoing rise in global average temperatures.[3] Most migration and displacement, whether climate-related or otherwise, takes place within countries. If migrants move internationally, it is most often to countries within the same geographical region, typically those with contiguous borders, with specific destination choices being strongly connected to labour market opportunities.[4] Long distance migration for climate-related reasons, particularly from low-income countries in the Global South to high-income countries in the Global North currently tends to be much smaller in comparison.
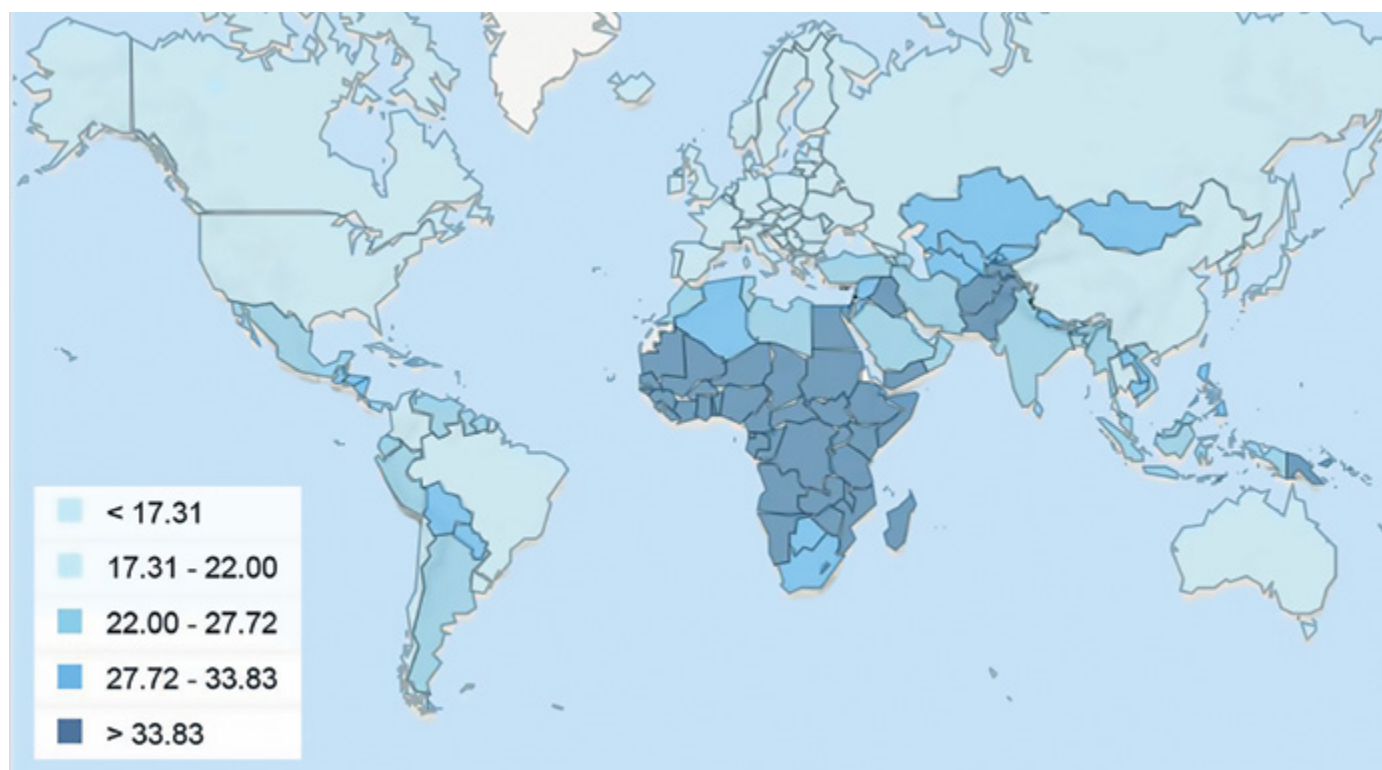
Figure 2: Share of population under age 14 in year 2021, by country. Source: The World Bank's data portal, https://data.worldbank.org/indicator/SP.POP.0014.TO.ZS?view=map

Migration and Sustainable Development

In an increasingly climate-disrupted future, a key question becomes: Can international migration contribute to building sustainable development in countries experiencing severe harm due to the impacts of climate change? Can migration provide opportunity to migrants and their families, and at the same time generate benefits for the countries that receive migrants? The answer is, yes it can, but whether it does (or not) depends strongly on the context within which migration occurs.[5] Migration policies in potential migrant destination countries have a particularly strong influence over this context.

How does migration affect environmental sustainability? Out-migration provides an opportunity for households living in environmentally fragile or hazardous areas to diverse their exposure to the associated risks by building multiple income streams – a sort of informal insurance for people living in countries that lack formal insurance regimes. For example, in Canada and Germany, farmers have access to crop insurance and ad hoc government assistance when crops fail due to drought, whereas farmers in many low-income countries do not. When environmental conditions are good, rural households may take advantage of surplus productivity to send a member to more distant, higher-income countries in hopes of higher remittances over the long term. This strategic use of migration by households in environmentally hazardous areas of low income countries, sometimes referred to as the "new economics of labour migration,"[6] reduces the number of people drawing upon local natural resources and/or exposed to environmental hazards, and has the potential to build both economic and environmental resilience in the sending area. Migration of this type does not conform easily with migration policies in high-income countries, but it is recognised by governments in low-income countries.

In an ideal world, freer migration would reduce vulnerability in countries highly exposed to climate-related risks and generate economic benefits for sending and receiving areas.[7] In that world, migration policies would allow for the safe and orderly movement of people across borders, with a focus on rapidly integrating arriving migrants into the labour market and offering them similar protections and rights as resident workers. By doing so, the potential for the receiving country, the sending country, and the migrants and their families themselves to maximise the benefits would be high. But at the moment, the international community is on a different trajectory. Over the past two decades, most high-income countries have implemented policies aimed at restricting the international movement of people, preventing undocumented arrivals and asylum claimants from participating in labour markets, and generally making it difficult for anyone but a few select categories of workers (typically in healthcare, finance, and high-tech) to enter legally.

This is astonishingly short-sighted. By doing their best to prevent migration, western governments have pushed large numbers of people out of normal, legal migration channels into clandestine journeys, often assisted by unscrupulous labour migration agencies and organised human smuggling groups. Under such conditions, no one benefits, and neither social nor economic sustainability is possible in either the sending or the receiving country, and opportunities for building environmental resilience in the sending country are lost.

"It is illogical and frankly foolish for countries with labour markets that could benefit greatly from additional human capital to actively try to discourage migrants from countries with the greatest human capital from leaving."

The Pathway Forward

For high-income countries to continue to enjoy prosperity for the long term future, greater migration from low-income countries will be necessary. I live in Canada, and like many high-income countries, Canada has an aging population and a growing need for young workers to replenish its labour supply to support future economic growth and innovation. The Canadian government recognises this, and has set targets for recruiting new immigrants, which in the next few years will be approximately 450,000 per year. These numbers do not take into account the many tens of thousands of additional people who arrive in Canada each year on temporary employment authorisations to work in family care, seasonal agriculture and other occupations where immigrant workers fill chronic labour market gaps. For many people in these latter groups, there are legal pathways to permanent residence and eventual citizenship. This last sentence points to a critical policy component: Once they have arrived, migrants should have clear pathways to becoming a permanent member of society in the receiving country, even if that is not the migrant's long-term intention. It may be the case that a migrant wishes to reside in their home country for a part of each year, or to reside in the destination country for only a finite period; wise migrant policy facilitates this.

We live in a demographically divided world where the greatest amount of current and future human capital resides in low-income countries (Figure 2). Those same low-income countries and regions with young and growing populations are also among the most highly exposed to the future impacts of climate change, deforestation and other environmental challenges. One of the best things high-income countries could do to better prepare low-income countries for the social and economic disruptions of climate change would be to make south-to-north migration freer, easier and safer. This is a key component of building adaptive capacity in regions at risk. Leaders of small island states have proposed this multiple times to the international community, referring to it as "migration with dignity,"[8] only to have their requests fall on deaf ears. A re-think is urgently needed. For the fact is this: If high income countries like Germany and Canada remain unwilling or unable to achieve carbon neutrality in the next 30 years – and we are far from being on such a course – we owe it to those countries that will suffer the greatest consequences of our inaction to allow their citizens greater mobility to participate in our labour markets and to enjoy the economic opportunities that follow. It is in all our best interests to do so.

Professor Robert McLeman
is Professor of Environmental Studies at Wilfrid Laurier University in Canada and a member of the Intergovernmental Panel on Climate Change, Working Group II.

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Professor Dr Wiwandari Handayani

Bridging Gaps at the IMCB22: the Interconnectedness of Climate Crisis, Migration, and Resilience

Professor Dr Wiwandari Handayani is head of the Department of Urban and Regional Planning and a professor at Diponegoro University in Indonesia. In her interview, she talked about the interconnectedness of climate resilience and migration. Handayani has been an active participant in the IMCB22 pre-conference process. As a speaker in the webinar titled "Infrastructures, climate change and new mobilities," she talked about the situation in Semarang and explained how the city is equipping itself with the tools needed to become more resilient to climate stress.

Professor Dr Wiwandari Handayani, we had the pleasure of meeting you through the pre-conference process as a speaker in a webinar about infrastructures and climate change. Can you tell us more about your field of research?
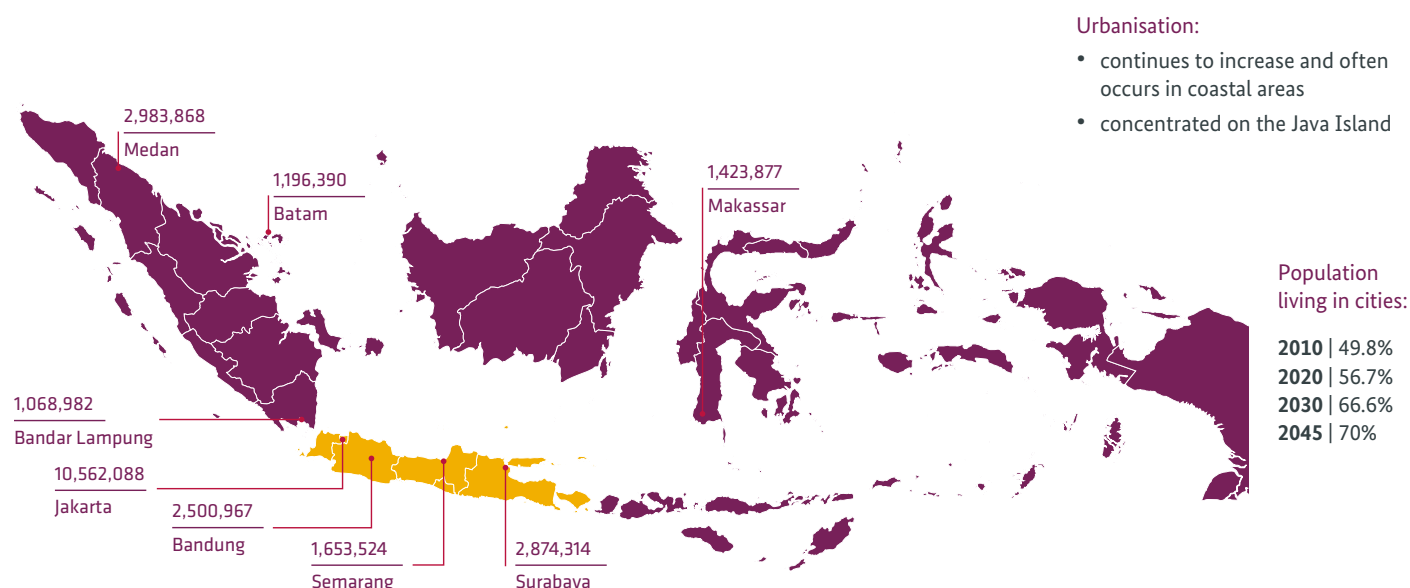
My work is centered around resilience – meaning city resilience, disaster resilience and climate resilience. Most of my work and research thus far has been related to climate change and resilience, so far not as much on the aspect of migration and how that plays into it, but

it's becoming more and more interesting and relevant, as migration and climate change are of course deeply interwoven and connected. In developing countries, including Indonesia, talking about migration, it is mostly through the lens of economic reasoning behind the motivation to migrate, not necessarily because of environmental reasons. However, it's going to play a bigger role going forward – that is why I am really interested in the upcoming International Metropolis Conference in Berlin.

More and more, people are being displaced because of environmental reasons and it feels like a lot of the research community centering around migration and/or climate change is trying to get ahead of it.

I got into my field of work because living and planning a future in Indonesia depends on sustainable solutions. Proportionally, we need to shift the public discourse of refocusing migration due to economic reasons and interlink it with environmental issues. The question will be: how should we view the issues of climate change from a multidisciplinary perspective? If we, at the level of operational realisation, only think about climate change or the environment, without combining it with economic issues or bigger questions and answers of migration, then we will keep being blindsided; they don't each exist in a vacuum.

Urbanisation & Climate Change Impact on Indonesia

2,983,868
Medan

1,196,390
Batam

1,423,877
Makassar

1,068,982
Bandar Lampung

10,562,088
Jakarta

2,500,967
Bandung

1,653,524
Semarang

2,874,314
Surabaya

Urbanisation:
- continues to increase and often occurs in coastal areas
- concentrated on the Java Island

Population living in cities:

2010 | 49.8%
2020 | 56.7%
2030 | 66.6%
2045 | 70%

Sources: Population Census 2010 & 2020 – Central Bureau of Statistics (BPS Indonesia), cnnindonesia.com, Mongabay.co.id, kompasiana.com, wri-Indonesia.org, tekno.tempo.co, ditjenppi.menlhk.go.id

In terms of research and its implementation in your daily work, is there a gap you're working towards closing? You've just mentioned that being blindsided by regarding issue A and issue B as not interlinked can be problematic; what else comes to mind?

One thing that I feel passionate about is closing the gap between research and its actual implementation. We need to have a road map for how we sustainably bring research into real implementation and into policy development and to bridge policy and research – from the early stages, not one after the other. With its different attendees, from policymakers to stakeholders to researchers and young PhD students – from all around the world – my hope is that the International Metropolis Conference will be an excellent place to do exactly that: bridge the gaps.

Of course, different areas or different regions will always have their own particular challenges that don't necessarily scale up or can be compared one-to-one with other countries or regions. However, I am a strong believer that if you start small, you will have an automatic spillover. Good projects that work will find a way – of course, this also depends on funding – to scale up. And a starting point for all of this is a platform; it's about developing dialogue – step by step.

When you mentioned before that everything is interlinked and one issue cannot be looked at without the other, do you have a direct example from your work that you could share?

In my field of climate resilience, what I mean by resilience is a situation in which we can adapt – when we try to adapt to or address climate disturbances. In an ideal case, we will adapt and be better for it. In some ways, migration is a process of adjusting to challenges such as poverty, climate crisis and war – migration means adapting. Migration can mean a transformative process in search of an opportunity for a better life, or a safer life, in a different place.

For example, in Indonesia, where I am based, when we talk about migration, most people cite economic reasons as the most important factor in deciding if they want to migrate and to where if so. Keeping this in mind, if we talk about climate issues, especially in Asia, a lot of the focus is naturally on coastal areas. Most of the big cities are located in coastal areas – historically, this is because of their access to trade activities through the development of harbours along the coast. Big cities attract economic migrants. However, because of the jobs they offer, the more migrants move to the big cities – towards coastal areas – the greater the strain is on the cities' climate issues. Then imagine that a common policy to adapt to these strains and changes is building dams – which makes the city safer again and in turn means that, yet again, more people will seek it out as a place with an economic future where they can settle. The population in coastal areas should be controlled precisely because of climate change and rising sea levels. This is a complex situation; it's interlinked, and it demands long-term solutions that go beyond building dams.

"In some ways, migration is a process of adjusting to challenges such as poverty, climate crisis and war – migration means adapting. Migration can mean a transformative process in search of an opportunity for a better life, or a safer life, in a different place."

What would possible long-term solutions look like?

To put it bluntly – new economic growth centres have to be created in different places, away from the coastal cities. The goal needs to be to attract people to stay and to balance out population – and economic – density, so that there is room to recover, to grow and to strive. We are imagining decentralised hubs, with the right infrastructure and education and healthcare – you name it. It's a lot of work and it is expensive work. But dealing with the consequences of climate catastrophes will ultimately be more expensive than strategising and putting into action adaptation plans and solutions to prevent more climate disasters from happening.

The motto of this year's 25ᵗʰ International Metropolis Conference is "Changing migration, migration in change." Does that resonate with you?

Yes, on a few levels. First, we need to understand the different situations in the southern and the northern countries because that changes the way we talk about challenges and opportunities. We need to make space for everyone affected at the table. That is change in itself, and it is a process. And if you look at the current situation and Russia's war in Ukraine, that also influences and changes migration – there is a very dynamic and constantly changing situation that the motto encapsulates directly and indirectly.

Professor Dr Wiwandari Handayani has a background in urban and regional planning and holds a doctoral degree from the University of Stuttgart, where she carried out research in regional development planning. During the last ten years, she has predominantly focused on resilience and climate change – especially in the context of disaster risk management, climate adaptation, and governance. She was a member of the team for the Asian Cities Climate Change Resilience Network (ACCCRN) Rockefeller program in Semarang and has been the city's Deputy Chief Resilience Officer since 2015.

"How do people think about whether they stay or whether they go?"

Forecasting Migration in the Face of Climate Change, Environmental Degradation and Disasters for Better Policymaking

Andrea Milan
IOM's Global Migration Data Analysis Centre in Berlin

Reshma Cunnoosamy
IOM's Global Migration Data Analysis Centre in Berlin

Robert Beyer
Potsdam Institute for Climate Impact Research Koko Warner, United Nations Climate Secretariat, United Nations Framework Convention on Climate Change

Hans-Christian Mangelsdorf
Federal Foreign Office Cairo

Sylvain Ponserre
International Displacement Monitoring Centre (IDMC)

- Currently, we see silo effects between different systems of data collection that are not interoperable.

- No global datasets on cross-border displacement exist, as most data is collected locally and there is a considerate lack of data specifying gender and age as items.

- Households look at migration decisions considering risks and opportunities – we are little informed about people's exposure and their vulnerability.

- We need to curate existing data and start harmonising collection across borders.

- Data wish list: Who are the people that are affected and may be considering mobility options? Which options are acceptable and which ones aren't? What are the networks, which significance do diaspora organisations and connections have? How does this change over time?

- Drivers of migration are still unclear and hard to model, or possibly too complex to model.

"Migration is not only a choice but also a right. The question is: Do people have a right to choose?"

How to Make Migration Fair through Partnerships?

Christiane Tomaschewski & Stefanie Scharf
Federal Ministry for Economic Cooperation and Development (BMZ)

Liza Gashi
Ministry of Foreign Affairs and Diaspora in Kosovo

Khan Nguyen
LILAMA 2 International Technology College, Vietnam

Gisela Montavelo Chedrani
Ecudorian Chamber of Innovation and Technology

Michael Sauer
Bonn-Rhein-Sieg University of Applied Sciences

- In the global race for skilled workers, there are many ways to win but only few that are fair.

- All parties within the process can benefit from international partnerships.

- Ecuador and Vietnam have fair partnerships with Germany: People are being trained to become IT-experts which covers the needs of the German and Vietnamese/Ecuadorian labour markets for skilled crafts in these sectors.

- After training, half of the group remains in their respective home country while the other half migrates to Germany to work.

- All participants benefit: The need for skilled crafts is met and people who otherwise might not find employment due to a lack of vacancies are placed with a job.

- Partnerships do not work for every country. In Kosovo, many skilled crafts migrate to countries like Germany, which offer them more appealing opportunities.

- Skilled crafts migrating to a country that can offer them better perspectives leads to a brain drain in Kosovo.

- "How to compete in this race for talent when Kosovo starts with a disadvantage but is desperately dependent on skilled workers?", remains an open question.

Paola Buconjic, Nick Dreher

The **Future of Cities** and **Migration**

A Metropolis International Special Symposium

The Future of Cities and Migration: Inclusion of Precarious Migrants and Refugees special symposium brought together academics and practitioners to discuss the main challenges that precarious migrants face in urban settings as well as the approaches cities are taking to support their needs.

Panelists identified the overlapping precarities hindering the inclusion of migrants and showed that cities can be important actors in fostering integration and supporting vulnerable migrants. Cities can effectively play this role when they proactively work to incorporate migrants in decision-making and engage local NGOs and transnational networks. Precarity in migration status is exacerbated by and exacerbates employment precarity, housing precarity and precarities in physical and mental well-being. An example of these interlinked precarities is seen in undocumented migrants' inability to access health systems, as it is the case for the African women whom Virginia Wangare Greiner and her organisation Maisha work with in Frankfurt, Germany. Likewise, migrants face many challenges when it comes to employment and housing, some of which have been exacerbated by the Covid-19 pandemic. Diana Gallego from the FCJ Refugee Centre in Toronto gives an example of precarious employment during Covid-19, explaining that while the rest of society had the luxury of practicing social isolation, it was the frontline workers that were essential for the community's functioning, leaving them at a higher risk of getting infected. Below, we share some of the important elements of city strategies to address the precarities migrants face in different parts of the world.

Participatory Decision-Making

Jan Braat, Senior Policy Advisor on Migration and Inclusion at the city of Utrecht and Chair of the City Initiative on Migrants with Irregular Status in Europe, addressed the problem of homelessness among denied asylum seekers. He referred to Utrecht's comprehensive program to regularise undocumented immigrants. Together with NGOs and churches, the city provides legal support to persons living in the streets, including undocumented migrants. Besides being given shelter, immigrants were also offered activation programs in which they could work together with NGOs on the solutions. Utrecht's collaboration program between NGOs and immigrants is one example of how crucial participatory decision-making is for migrants' successful integration. According to Seda Rass-Turgut, head of the Integration, Social Services and Civic Engagement Department at the City of Osnabrück in Germany, participation is a key to living together locally. If the aim is to change not only local but also national politics for the better and make for a more inclusive society, the voices and ideas of migrants in need of government support are necessary to accomplish this goal. The City of Osnabrück developed a program together with the Advisory Council for Migration and local political parties to increase the participation of immigrants in the city council. Not only is it possible to fulfill more than just the basic needs of precarious individuals this way, but it also offers migrants the feeling of belonging and a chance for active participation in the community. However, undocumented immigrants may feel discouraged to accept the offer to actively participate due to –
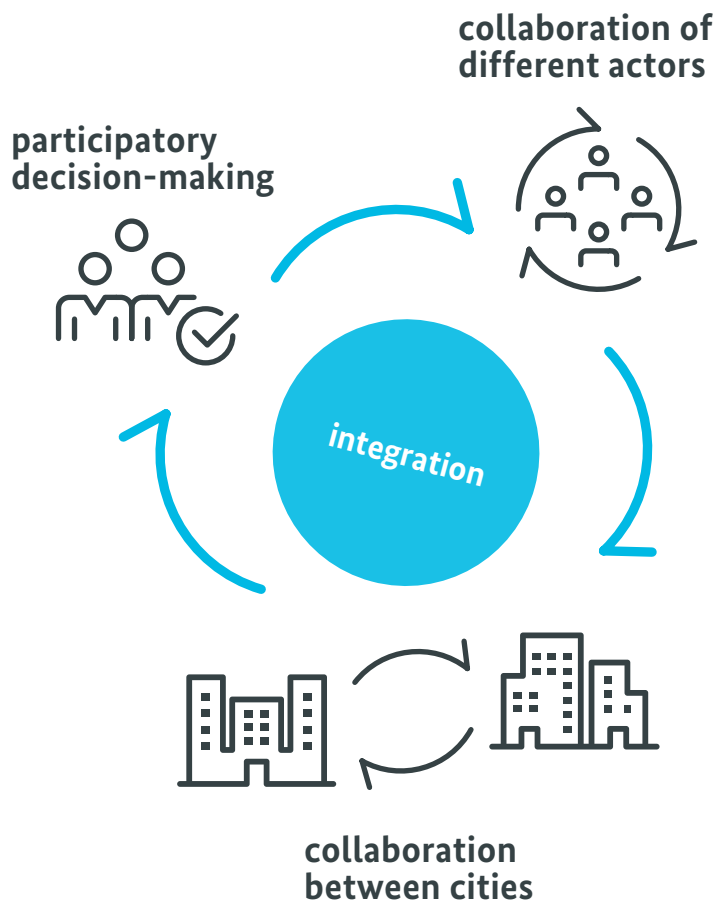
Paola Buconjic

IOM, https://www.iom.int/

Nawal Al-Busaidi, https://www.imcb22.com/nawal-al-busaidi

COSTI, http://www.costi.org/index.php

Asher Craig, https://www.imcb22.com/asher-craig

Bristol City Council, https://www.bristol.gov.uk/

Harald Bauer, https://www.imcb22.com/harald-bauder

Delia Curahua, https://www.imcb22.com/delia-curahua

Veronique Lamontagne, https://www.imcb22.com/veronique-lamontagne

collaboration of different actors

participatory decision-making

integration

collaboration between cities

Paola Buconjic
is a research assistant at the Department of Culture and Learning at Aalborg University in Denmark. She is a part of the European Hub of the Soli*City project, and her scientific interest areas include international migration, integration, solidarity, and social movements.

Nick Dreher
is a PhD student in Policy Studies at Toronto Metropolitan University. He is a research assistant on the Soli*City project and a recipient of a doctoral stipend from the CERC in Migration and Integration. His research focuses relationship between migrants, transnational civil society groups, and local governments in developing policies to support refugees and precarious migrants in cities.

what Marie McAuliffe describes as – a tension between simultaneous desires for visibility and invisibility. While being visible means access to needed support and services, some migrants prefer invisibility due to deportation being a daily concern.

Partnerships and Collaborations

Scholars and practitioners emphasised the importance of partnerships and collaborations across different groups as crucial in addressing the interrelated precarities migrants face and in providing opportunities for participatory decision-making in cities. Indeed, one of the chief challenges practitioners identified is a lack of collaboration between local governments and other actors. However, some models of successful collaboration can be seen in partnerships between NGOs and municipal governments. Both Diana Gallego and Nawal Al-Busaidi, representatives from Toronto non-profit organisations FCJ Refugee Center and COSTI Immigrant Services, spoke of the importance of refugee and migrant direct service organisations like their own to act as community ambassadors that inform city government and represent migrants in policy formation. An oft-mentioned challenge in the European context is the division of migrant services across disparate municipal programs and departments. In response to these silos, Asher Craig of Bristol and Jan Braat of Utrecht both advocate "one city" or "whole city" models in which municipal service providers build new partners to address the holistic needs of migrants and citizens alike.

The Cities' Roles on Local and Transnational Levels

Local-level initiatives were the focal point of discussion, but scholars and practitioners across all regions identify value in cities engaging across scales. As Harald Bauder of Toronto Metropolitan University put it, "the local is embedded in the regional, national and global." At the local level, cities can play an important part in direct service provision as well as in the funding of NGO programs and migrant-led initiatives. In certain contexts, like Ghana, municipal governments are responsible for implementing migration policies developed on a national level, whereas Delia Curahua from the city of Recoleta, Chile, emphasised the city's role in resisting national level policies that restrict the freedoms of precarious migrants. But cities actively engage on a transnational scale, building partnerships and networks to share ideas on what works, and to serve as advocates. Véronique Lamontagne from the city of Montréal provided one example of the transnational connections cities foster in the Mayors Migration Council, which reinforces the role of cities in developing and delivering policies to shape migration and integration practice and to position cities as actors alongside states on the global stage.

Conclusion

The symposium discussions showed that cities have an important role to play in addressing the interlinked precarities that migrants face. As Véronique Lamontagne notes: "Cities are full-fledged political actors. They are acting with policies and programs, and they have a great impact." What that impact can be for migrants is a question for future research. Scholars identified research gaps in both the Global North and Global South around capacity and lack of knowledge and competencies of practitioners and actors in terms of managing migration and accommodating immigrants. Understanding the processes that take place while this capacity is being developed and how these processes change according to new challenges and needs the cities face, is an important item for future agenda, as is more collaboration between actors on different scales and the inclusion of voices and ideas of the most vulnerable. As the Urban Sanctuary, Migrant Solidarity and Hospitality in Global Perspective partnership project (Soli*City) enters the empirical phase of research, these questions guide scholars and practitioners working together to best support urban migrants.

Conditions of
Fair Migration

Shaping migration in a way that gives equal consideration to the interests of all migrants and countries of origin, transit, and destination remains a huge challenge. What constitutes fair and just conditions of migration in the working world of tomorrow seen from different perspectives?

Voices from the IMCB22

"SMEs were considered too small, but we cannot leave them out of ethical recruitment: Digital and technological tools can help us in making this fair."

"Migration is never fair for most people, but what we can do is to make it less unfair."

"We have developed tools for ethical recruitment, we can use these now to meet labour market needs."

"Fair migration management is an open-heart surgery."

"Recruitment practices business with human beings, not with commodities that can be thrown away."

"Why pay more when you can just recruit more?"

"Fair migration could be a competitive advantage for Germany as a destination country of migration."

Dr Devaki Monani & Jaya Srinivas (OAM)

Multicultural Policy in Action: Northern Territory, Australia

Study of migrants in Australia over the last three decades has focused on migrants in New South Wales and Victoria. However, in the last five years, the remote and regional parts of Australia have witnessed an increase in multicultural migrant population settlement. Primarily, this has occurred due to the additional weightage points offered to skilled immigrants choosing to reside in a regional area. The Northern Territory is considered a regional and remote area of Australia for policy and migration purposes.

Australian research scholars tend to use several competing terminologies when highlighting the settlement journeys of migrants. In wider Australian research literature, these are generally identified as Non-English-Speaking Backgrounds (NESB), overseas-born migrants, Culturally and Linguistically Diverse Communities (CALD), ethnic communities and "multicultural" communities. However, the wider policy discourse and ministerial portfolios generally use the term "multicultural," thereby promoting the notion of celebrating Australian multiculturalism in policy and wider society.

We draw for the purpose of this paper on key perspectives below that have the potential of influencing multicultural policy nationally and in the Northern Territory.

The rationale of this paper is to give insights to interested global scholars of migration and provide ethnic studies with an opportunity to hear from a region in Australia that is not overly represented in the literature.

It is here in Darwin, where the authors are currently located, that the first boat of Vietnamese refugees arrived April, 26th 1976, bringing an end to what was previously known as "The White Australia Policy."[1] Vietnamese settlement, however, mainly occurred in the big cities of Sydney and Melbourne. Subsequently, Australia witnessed the arrival of many different refugee groups, such as those from Lebanon, Iraq, Afghanistan, more recently from Syria, and a relatively small cohort from the Thai-Burma border.

"Australian Multiculturalism is a policy terrain geared towards responding to the presence in culturally diverse societies of people usually of immigrant origins."

(Jakubowicz 2013: 15)[2]

Devaki Monani

2. Who we are

The following information provides a snapshot of the NT multicultural community.

Top 10 languages		Top 10 ancestry		Top 10 birth places		Main religions	
Greek	3,242	English	54,962	Philippines	5,912	No religion	67,180
Tagalog	2,991	Australian Aboriginal	37,564	England	5,584	Western Catholic	45,612
Mandarin	2,166	Irish	18,467	New Zealand	4,635	Anglican Church of Australia	19,231
Filipino	2,047	Scottish	14,973	India	3,595		
Malayalam	1,269	German	8,737	Greece	1,268	Uniting Church	12,980
Nepali	1,223	Filipino	6,955	USA	1,218	Lutheran	6,008
Vietnamese	1,220	Chinese	6,230	China*	1,196	Christian, nfd	5,195
Indonesian	1,191	Indian	4,535	Nepal	1,126	Baptist	5,099
Thai	868	Italian	4,148	Indonesia	1,119	Buddhism	4,555
Hindi	852	Greek	4,080	Timor-Leste	1,029	Greek Orthodox	4,083
				*excludes SARs and Taiwan		Hinduism	3,567

Figure 1: "Who we Are – the Multicultural Community of the Northern Territories"
Source: Multicultural Policy of the Northern Territory NTGOV (2020): Multicultural Policy for the Northern Territory, 2020–2025, p. 6.
https://apo.org.au/node/306379

Australia also has a robust skilled immigration policy. Skilled migrants are tested on their English language skills and become active members of the workforce. Since 2001, a large cohort of skilled migrants are those that arrive on international student visas, gain Australian qualifications, and ultimately choose Australia to be their home.[3] By June 2020, there were over 7.6 million migrants living in Australia, the total population of Australia being 25.74 million.

Northern Territory, Australia: Community Profile

Northern Territory is a remote, vulnerable, and marginalised region of Australia. In Australia's most recently conducted census (Australian Bureau of Statistics 2021), the number of people counted as usual residents of the Northern Territory (NT) was 233,000. Additionally, 61,000 people identified as being of Aboriginal and/or Torres Strait Islander origin, making up 26.3% of the NT population, higher than the Australian percentage of 3.2% in 2021. Hence, when compared within Australia, Northern Territory emerges as one of the most diverse states in the country. After English, the most common languages used were Kriol (2.2%), Djambarrpuyngu (1.7%), Greek (1.4%), and Nepali (1.3%).

Multicultural Policy for the Northern Territory

The Multicultural policy in the Northern Territory is coordinated through the Office of Multicultural Affairs within the Department of the Chief Minister. In 2005, the Territory's first multicultural policy statement for migrant and ethnic Territorians was released with a vision of "Building on the Territory's Diversity." This statement expressed the Government's commitment to multiculturalism and sets out the core principles of valuing diversity, fair access, encouraging participation, and mutual respect.[4] A number of these core principles continue to inform and guide the current policy.

The Northern Territory Government is currently delivering key aspects of the Multicultural Policy 2020–2025. Key objectives of this framework include:

Objective 1: Building Our Diversity
by supporting the Territory's multicultural population and by promoting settlement in the Northern Territory.

Exemplar in Action: ministerial consultations with new and emerging communities, consultations and asset mapping conducted with South Sudanese communities in Alice Springs.[5]
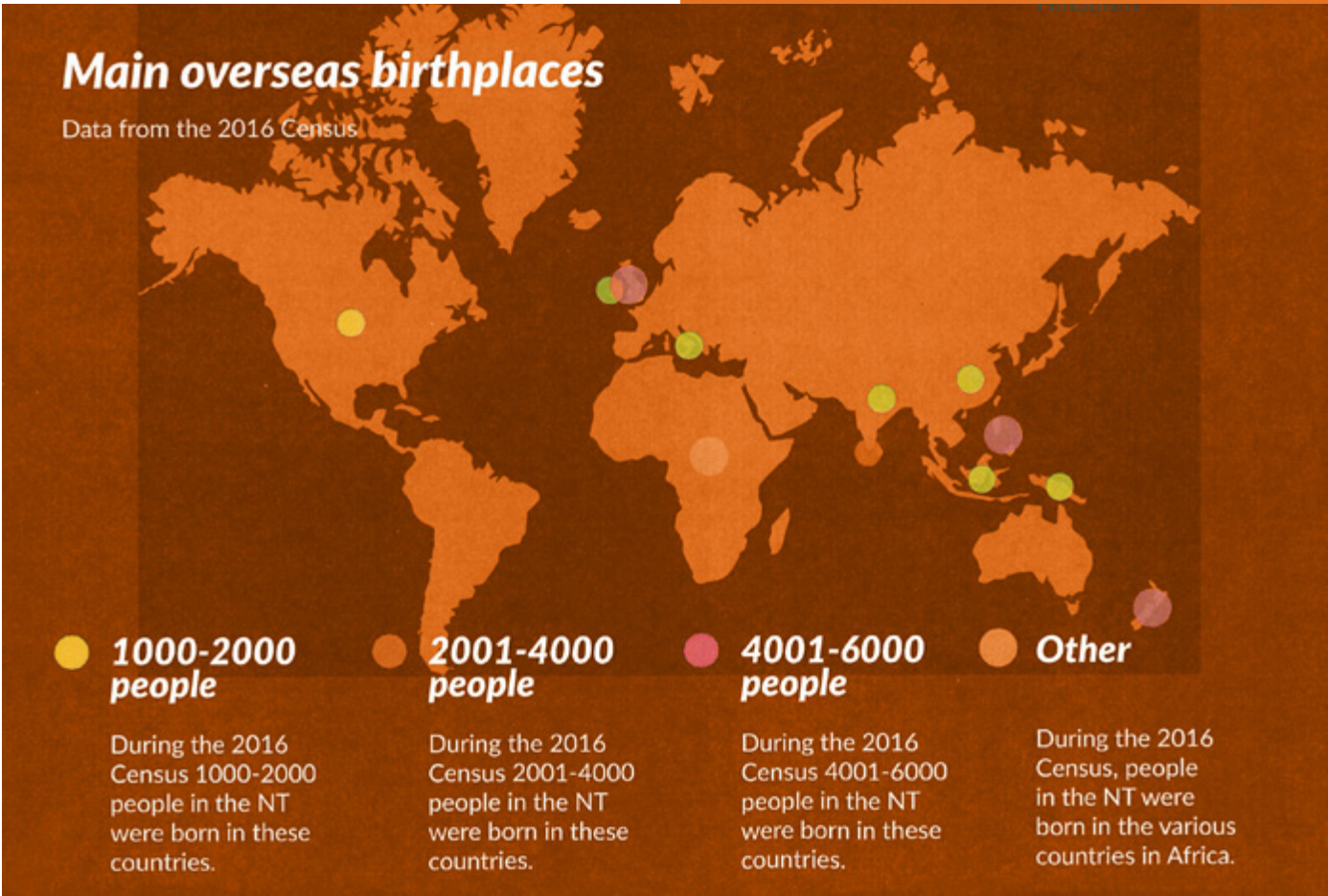
Main overseas birthplaces

Data from the 2016 Census

1000-2000 people
During the 2016 Census 1000-2000 people in the NT were born in these countries.

2001-4000 people
During the 2016 Census 2001-4000 people in the NT were born in these countries.

4001-6000 people
During the 2016 Census 4001-6000 people in the NT were born in these countries.

Other
During the 2016 Census, people in the NT were born in the various countries in Africa.

Figure 2: "Main overseas birthplaces of Migrants in Northern Territory, Australia"

Source: Multicultural Policy of the Northern Territory NTGOV (2020): Multicultural Policy for the Northern Territory, 2020–2025, p. 6. https://apo.org.au/node/306379
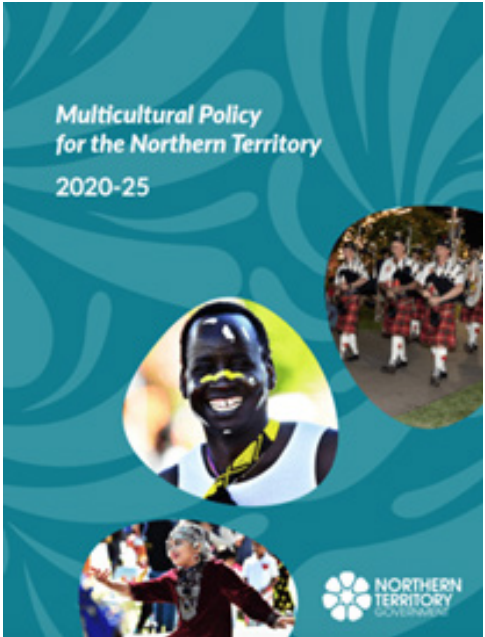
https://tfhc.nt.gov.au/__data/assets/pdf_file/0009/889632/Multicultural-Policy.pdf

Objective 2: Strengthening Partnerships

with a range of stakeholders to ensure people from multicultural communities have the services and support they need.

Exemplar in Action: Multicultural Community Services of Central Australia Inc. (MCSCA) since 1992, has received direct funding from the previous Department of Immigration and Multicultural Affairs, now Office of Multicultural Affairs, NT.

Objective 3: Supporting Participation, Social Inclusion and Cohesion

in our community to enable the multicultural community to engage in all aspects of life in the Northern Territory, including employment.

Exemplar in Action: Funding programs to support migrants achieve positive employment outcomes, such as Skills to Work[6] and Inside Out in diversity pre-employment programs.

Objective 4: Strengthening Community

through capacity building, fostering mutual respect and enabling the learning, celebrating, and sharing of our cultural diversity.

Exemplar in Action: Side by Side, a partnered pilot project aimed at ensuring healthy relationships for the prevention of domestic and family violence. Establishment of the Minister's Advisory Council on Multicultural Affairs, NT, which provide the opportunity for members from the multicultural community to provide high-level advice.

"Over time the term 'multiculturalism' has come to refer to the demographic reality of cultural diversity, a set of policies and policy orientations, as well as a concept which articulates a normative ideal or ideals about society. Multiculturalism has served a variety of goals over the years, including, the pursuit of social justice, the recognition of identities and appreciation of diversity, the integration of migrants, nation-building, and attempts to achieve and maintain social cohesion."

(Koleth 2010: 2)[4]

Summary

The Northern Territory has recently been identified as one of Australia's most culturally diverse places. There are currently over 100 nationalities and around 140 social, cultural, and religious organisations.

The nexus between Australia's multicultural policy and migration schemes are inseparable. The Northern Territory is also signatory to the National Settlement Framework, which is recognised to be a collaborative framework between the Commonwealth, State, Territory and Local Governments intended to ensure planning and effective implementation of services. The National Settlement Framework influences policy decisions and thereby has a considerable impact on the Multicultural policy adopted by the various states in Australia.

Monitoring and reviewing of the multicultural policy principles is conducted through engagement channels such as the Minister's advisory council for Multicultural Affairs. For instance, the current Multicultural Policy for the Northern Territory (2020–2025) will be reviewed in 2025.

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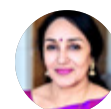
Jaya Srinivas
is a Multicultural Policy Advisor, Hon. Minister Ngaree Ah Kit, and Minister of Multicultural Affairs of the Northern Territory, Australia.

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Professor Dr Margaret Walton-Roberts

What Does Fair Migration for Nurses Look Like? Contrasting Global Nurse-Migration Pathways

The global Covid-19 pandemic transformed several dimensions of human mobility and added new complexity to an already vexing political terrain; how states manage the mobility of workers, and how far they depend upon immigrants to provide essential goods and services, particularly health and care, especially eldercare.

Across many high-income nations, despite pandemic border closures, essential immigrant workers experienced exemptions so they could continue to provide the services destination countries depend upon. In the wake of the pandemic, we see countries such as the UK and Australia ramping up international recruitment of health workers (particularly nurses) to meet domestic labour shortages in an overstretched sector. These processes occur alongside the persistent call of the WHO for countries to work toward achieving sustainability in their health workforce, while also abiding by global voluntary codes on the international recruitment of health workers that promote fair migration that does not undermine the ability of all states to achieve universal healthcare. In formal health occupations, the gendered nature of the health workforce is also an important factor of concern; 70% of healthcare workers are women, and they face a 28% gendered pay gap across health occupations (WHO 2019). During the global pandemic, the shock absorbing effect of this feminised care workforce has become more apparent, with WHO estimates suggesting over 6 million women work in unpaid or underpaid community health roles. The pandemic has exposed significant policy challenges in this area, but it also provides opportunities to address the long-standing devaluation of essential care labour.

At the recent International Metropolis Conference held in Berlin in September 2022, migration researchers, practitioners, and policymakers gathered to explore "changing migration, migration in change." One of the plenaries and several sessions explored issues of health, demographic change, and labour migration, particularly how host countries are dependent on labour migration in the healthcare sector. In one plenary session four experts provided their perspectives on these challenges. Howard Catton, CEO of the International Council of Nurses, a federation of more than 130 national nurse associations, representing more than 28 million nurses worldwide, provided a brief overview of the scale of the global nursing shortage. He highlighted recent recruitment activity and the geographical patterns of nurse migration and argued that the greatest threat we currently face to global health is the health workforce shortage. Howard Catton also highlighted the point that current recruitment and ethical codes and agreements lack teeth and need significant strengthening to make them fit for purpose. This is vital since health system strengthening won't happen without investment in the health workforce.

Further analysis of the global state of health worker mobility was provided by Mark Pearson, Deputy Director of Employment, Labour and Social Affairs at the Organisation for Economic Cooperation and Development (OECD). He argued that a reliance on immigrants for healthcare services reduces the need to improve domestic conditions of work. The overall problem is a global shortage of healthcare workers, and countries in the Global North use migration as an alternative to training more workers, which is not sustainable. He also referenced the problems linked to the non-recognition
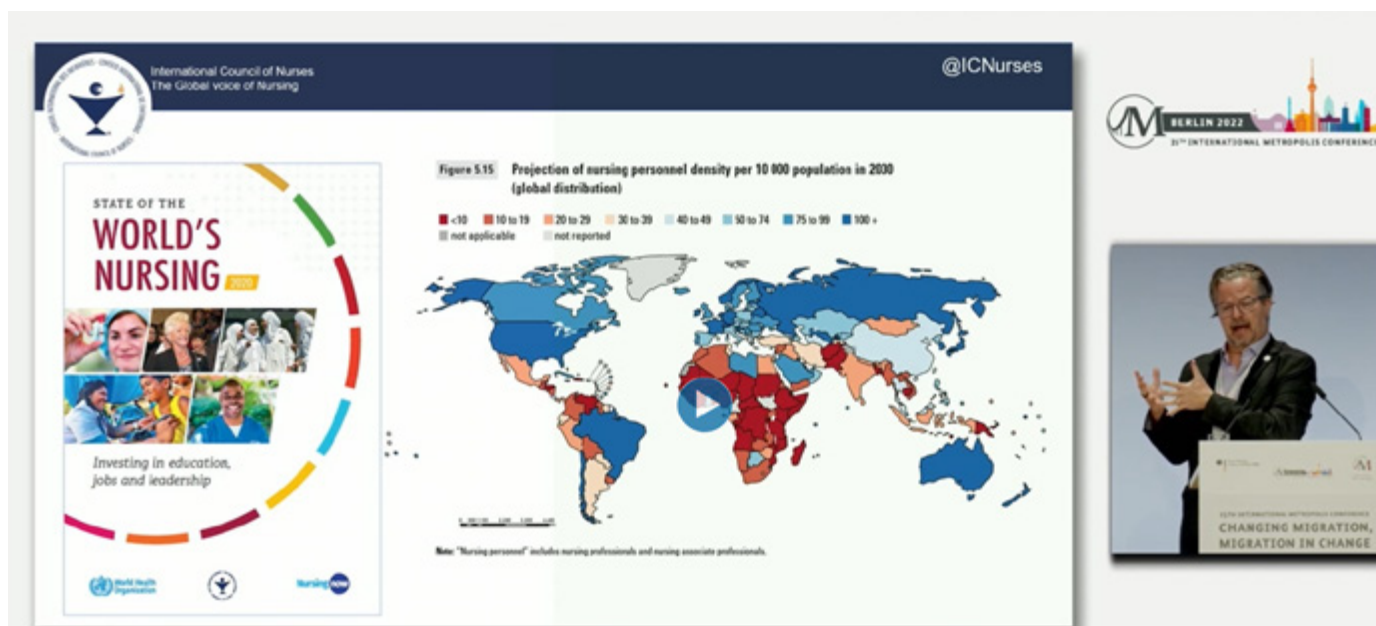
of foreign credentials, which has hampered adequate skills use of immigrant medical workers. While there have been some innovative policy changes in this area because of the Covid-19 pandemic, overall, he argued that skills use in the health sector is poor in comparison to other high-tech sectors of the economy. This results in high rates of people being both overskilled and underskilled for the jobs they do, and the failure to recognise migrants' skills is a big part of this. He also made the point that labour and health ministries need to work together more closely to address these concerns when it comes to developing international health worker recruitment agreements.

The plenary also considered these issues through a regional lens, first from the perspective of the Philippines, a leading source country in the provision of nursing. Dr Maruja M.B. Asis, Scalabrini Migration Center, Philippines, has long-standing experience in researching migration and social change in Asia. She noted how the pandemic has highlighted the contributions of migrant healthcare workers and professionals to the health systems of the Global North, but also how this has resulted in origin country policies that have banned or capped the migration of health workers. The departure of healthcare workers during the time of a health crisis has raised tensions between national interest vs individual interests. While she argued that migration will continue to be one of the strategies to meet the need for healthcare workers in the Global North, a holistic approach is needed to address a range of issues – differences in curriculum and credentials, worker protection, brain drain, the care of the elderly in the origin countries, among others – to move forward ethically, responsibly, and sustainably. This is a vital conversation because population ageing is an inevitable reality and needs a global conversation on how we can respond to the challenges of an ageing world based on shared responsibility.

The plenary continued by focusing on a major receiving country and looked at Germany's experiences with the immigration of health professionals and policy approaches to fair and effective migration. Professor Dr Petra Bendel, Head of Research on Migration, Displacement and Integration, Institute of Political

Science at the Friedrich-Alexander-Universität of Erlangen-Nürnberg (FAU), and Chairwoman of the independent Expert Council on Integration and Migration (SVR), provided some insights. She pointed out just how systemically relevant medical doctors, paramedical staff and health professionals with a migration history are within the German health system, a system that would collapse without their contributions. She offered a series of recommendations focused on not only recruiting these workers but also how to integrate and retain them in the health sector. An important element of this process is the fair recruitment of migrant health workers.

The conference plenary was also accompanied by a series of sessions that explored health worker migration in more detail, including issues of fair migration and the regulation of this migration labour flow to promote ethical recruitment. One workshop presented a brief overview of a Canadian-funded project on global nurse migration pathways by contrasting three types of nurse migration from three country pairs; Vietnam to Germany "triple-win" bilateral migration (direct migration); India to Canada two-step study-work (multistage) pathway; and "bus stop" multinational migration from Philippines to Singapore and onwards to other sites. Each pathway is not exclusive to the country pair selected; rather, this occupational and pathway-specific analysis permits comparison of the structures and processes involved – the different kinds of hierarchies that underpin mobility; migration and border-control infrastructure that channel mobility; and the differential incorporation of migrants

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in each case. These three migration trajectories were discussed to reveal how multinational and multistage migrations are produced (through state and non-state intermediaries and policy structures), and the implications these have for securing a sustainable global health workforce.

The first paper offered a broad global overview from Howard Catton (International Nurses Council) that outlined the global trends in terms of nursing shortages and how international migration of nurses is related to health workforce sustainability and universal health-care goals as well as the relevance of the WHO Code on the international recruitment of healthcare workers. He also a discussed the actions countries should take to retain current staff by improving working conditions, and educating more nurses to meet national needs. Mukul Bakhshi from CGFNS International then presented on the impact of Covid-19 on nurse migration and credentialing. He outlined how some countries have changed their approaches to nurse migration, recruitment, and integration, but that demands remain high and numbers of nurses applying for international credential recognition continue to increase. He shared information from CGFNS that waiting times for the EB-3 visa (the one nurses usually apply for to go to the USA) have decreased significantly for nurses from the Philippines (now 20 months down from 200 a few years ago). Due to country specific applicant numbers, Indian nurses still must wait about 100 months, and nurses from China over 25 months, but for nurses from the rest of the world there is no waiting time. He also shared some examples of how particular countries are changing their approach to international credential recognition to speed up the migration and credential recognition process for internationally educated nurses.

The panel then included two presentations from members of the Canadian-funded research team. Felicitas Hillmann, internationally renowned researcher in the field of migration and urban studies at TU Berlin's Institute of Urban and Regional Planning, head of the Networking Unit Paradigm Shift, discussed the experiences of Vietnamese nurses in Germany. Germany has set up a project to facilitate labour migration from various sending countries to Germany in the care sector (= triple-win programme). Her research has explored how this "labour brokering" has paved the way for further privatisation of labour recruitment, drawing in part on an earlier history of bilateral policies between GDR and Vietnam. She highlighted that more research must come to understand the role of intermediaries in the field of recruitment and education schemes in the country of origin and the country of arrival.

Exequiel Cabanda, post-doctoral researcher at the Asia Research Institute at the National University of Singapore then reviewed the case of nurses from the Philippines in Singapore. Over 37% of enrolled nurses and 24%

of registered nurses in Singapore are foreign-trained. Nurses from the Philippines comprise a significant share of this group, but their stay in Singapore tends to be temporary, with Singapore operating as a "bus stop" for nurses who are looking for onward migration opportunities that provide permanent settlement options.

Overall, the conference provided several events that made key points about the current situation surrounding global health worker migration. First, the global shortage of nurses will intensify over the coming years, leading to more international mobility of this occupational group (we can see this in the rising number of nurses applying for credential recognition in the USA). Second, the Covid-19 pandemic intensified some global migration trends as well as creating bottlenecks and new barriers to the international mobility of nurses. Third, examples of different approaches to "fair migration" or "triple-win" models for nurses are evident, but outcomes of these agreements need to be further researched to understand if the triple-win approach is yielding intended results.

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Professor Dr Christopher Changwe Nshimbi

Africa-EU Migration and Labour Market Integration

The EU has a large and complex labour market with varied needs. It also has a demographic deficit and is just emerging from Covid-19 disruptions. This adds to shortages in some sectors of the labour markets of member states. Some of the labour that fills the shortages comes from outside the EU, through irregular migration. EU citizens are reluctant to fill jobs in these sectors because they are too menial, labour-intensive and pay poorly. Sectors like agriculture, cleaning, catering and housekeeping, construction and some types of manufacturing are, therefore, enclaves of irregular employment, have precarious working conditions and provide little recourse for redress, especially for irregular migrant workers.

But the sectors offer job opportunities to labour migrants from countries with high unemployment. The low wages shunned by EU citizens also tend to be higher than in the migrants' countries. So irregular migration to Europe is likely to persist, despite efforts to curb it. Irregular migration provides a cheaper alternative to unscrupulous employers to minimise production costs and maximise profits. They exploit irregular channels to use cheap migrant labour. The migration is therefore contentious in public, policy and academic debates.

A formalised circular migration system for low-skilled and semi-skilled workers between Africa and the EU would be consistent with the Global Compact for Safe, Orderly and Regular Migration. It would address irregular migration and curb crimes like human trafficking; help train and transfer skills to migrants in sectors that attract them to Europe; create legal channels to regularise them; im-prove work and living conditions; and yield development outcomes in sending and receiving countries. Evidence of effective circular migration programmes exists.

Circular, Not Irregular Migration

Research shows that irregular migrants from Africa aspire to raise resources in Europe and return home.[1–3] They cross several international borders in Africa and into Europe[4] to sojourn and to fundraise for business at home. Such migration is not just motivated by the search for work and settlement in Europe but mainly concerns economic activities.[5] The migrants aspire to trade or to invest in small enterprises, to advance in life or to have better working conditions at home.[5–8]

"A formalised circular migration system for low-skilled and semi-skilled workers between Africa and the EU would be consistent with the Global Compact for Safe, Orderly and Regular Migration."

"Irregular migrants from Africa aspire to raise resources in Europe and return home … to trade or to invest in small enterprises, to advance in life or to have better working conditions."

Mauritius

Mauritius runs circular migration projects with countries like Canada, France and Italy through a national economic programme for citizens to work and acquire skills abroad and to invest some of their earnings back home. Thousands of Mauritians have worked in various labour sectors of these countries since 2008 and returned to start businesses or to join the workforce.[9, 10]

Alternative to Costly Business-as-Usual Measures

The EU and African Union (AU) should formalise apprenticeship deals for irregular migrants in sectors that pull them to EU labour markets to impart technical and entrepreneurial skills to them. The deals should regulate entry and employment for the circular migration period and purposes. This will save lives, link returning migrants and European mentors and produce development outcomes in EU and AU countries. It will enhance the rule of law, help reduce migration-related crimes and repurpose resources lost in enforcing Euro-Afrique borders to equipping migrants with skills to apply back home and to using the skills and know-how of European mentors in the labour sectors that attract the migrants.

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"In many cultures, women do not speak freely when there is a male present. Therefore, we need women-only groups!"

Policy Responses to Gender-Based Violence in the Context of Migration

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- Violence against migrants and especially against refugee women has various faces.

- Many endure violence while being on the run and when entering the country of destination.

- Refugee women entering Germany are faced with a combination of racist and misogynist mistreatment.

- Refugee women, whose right to residence is often bound to their husbands' status, seldomly report domestic violence in fear of being deported along with their spouse in case he becomes delinquent.

- Women have different needs and are exposed to other kinds of risks in refugee camps. Thus, they require a different form of accommodation.

- Women-only refugee groups create safe spaces where not only experiences of violence but also hopeful stories and relevant knowledge can be shared.

- Cross-camp communication is a great opportunity to gather information since many (female) refugees do not receive adequate explanation of their rights in the new country.

"Cost drivers are not the fees for trainers, but the working time of the employees."

Supporting Work-Related Language Development by Migrants as a Key Enabler for Fair Migration and Sustainable Integration

Limited language knowledge keeps many migrants in low-paid jobs. Providing help in acquiring second language skills at migrants' workplaces is thus a key factor in creating positive migration results. This roundtable discussion looked at the nature of effective support for migrants' second language learning at work and came to the following conclusions.

These challenges need to be faced:

- The structure of the state-funded provision often does not match with work requirements (contents are not tailor-made to work reality, practicalities/formats don't match with the employees'/companies' requirements).

- Funding, information, acceptance, and modalities for implementation are often complicated and involve a lot of bureaucracy.

The goals:

- to raise awareness for

  - the key role of work-related L2 learning for adult migrants at and through work as an enabler for fair migration, because L2 is rarely used off-work, and

  - the necessity of cooperation between language researchers and practitioners, employers, workers' representatives, and funding agencies for a coherent and sustainable L2 development system.

- to find solutions for learning/teaching arrangements that fit the needs of employees and employers.

- to create work-specific and company-specific contents and formats.

- to provide concrete, accessible guidance (materials, resources).

- to embed trainings into existing employer systems of safety and quality management.

- to offer trainings at business-friendly hours.

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As for the funding and organisation, authorities should

- actively spread information on support programmes,

- find flexible solutions on how to fund work-related L2 in-company training, e.g., paying part of the employees' wages while they attend training, and

- involve all key actors.

The challenges could be addressed with the following approaches and solutions:

- implementation of communicative needs assessments that focus on language requirements at the respective workplaces, on the employees' challenges and on concrete solutions, such as illustrated manuals, users-friendly work instructions in simple language, etc.

- establishing of service centres which do the matching between demands and needs and which make possible teaching/learning arrangements.

- focussing on formats like mentoring, coaching, peer learning, tailor-made solutions.

- "How to compete in this race for talent when Kosovo starts with a disadvantage but is desperately dependent on skilled workers?", remains an open question.

> "Language is more than just 'knowledge of language forms,' it's the ability to communicate effectively real-world contexts. And work-related communication requires understanding of cultural/behavioural norms related to work."

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