



# EXECUTIVE SUMMARY

## OF THE AUDIT REPORT FOR STAKEHOLDERS AND DECISION MAKERS



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# EXECUTIVE SUMMARY OF THE AUDIT REPORT FOR STAKEHOLDERS AND DECISION MAKERS

## Activity 1.1.1: Audit on migration, sustainability and development education

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## ABOUT THE PROJECT

“Developing capacities together: European CSO-university networks for global learning on migration, security and sustainable development in an interdependent world” (InterCap) is a 3-year project (from November 2017 to October 2020) funded by EuropeAid envisaging to establish European CSOs-university networks, build the capacities of the education actors and promote global learning on migration, security and sustainable development in an interdependent world.

In this direction, InterCap brings together 13 organizations from 12 different EU countries specialized in teachers’ training, educational reform, sustainable development and migration issues, along with more than 40 associates from all over EU. The project aims to enhance critical understanding of migration and sustainable development, in the context of SDGs, amongst those in teacher education. Well-prepared prospective teachers are expected to play a key role in raising awareness about the relationship between migration, security and sustainable development.

This would be achieved through: 1) production of national reports of participating countries in which the current state of affairs regarding development-migration nexus, prevailing public discourse and development education are examined; 2) production of the EU Audit, in which EU policies and institutional framework are investigated; 3) organisation of conference on the topic targeted at relevant stakeholders, policy makers and CSO representatives; 4) preparation of “face-to-face” and online learning modules on the topic targeted at education specialists that would later apply knowledge in teacher education.

The InterCap partners are committed to:

- Ensure coherence and consistency in the delivery of development education on migration, sustainable development, and the interdependencies across local and global contexts.
- Enhance development education competencies amongst CSOs’ and University teacher trainers.
- Increase the availability of quality content and critical development education pedagogies in teacher training.
- Explore and strengthen the link between quality development education and attitudes towards migration and development, building on evidence-based practices, taking forward good cases and programmes and establishing synergies.

The project will draw experience and knowledge from the following participatory educational methods:

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- Philosophy for Children (P4C), focused on thinking, reasoning and questioning, also focus on Global Citizenship;
- Open Spaces for Dialogue and Enquiry (OSDE), referring to the creation of open safe spaces for critical thinking and discussion about global issue;
- Theatre for Living (T4L), drama and theatre as agents of social change.

Read more at <http://www.developtogether.eu>

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## METHODOLOGY

This report is part of the project InterCap, which aims to improve critical understanding of migration within the context of sustainable development in general and of the SDGs in particular. The goal of the project is to raise awareness about the SDGs and link them to migration in school teachers' education, so that education actors would then further enhance public awareness about migration and its links to sustainable development.

The objectives of the report are 1) identification of conceptual links between international migration and other global processes, including sustainable development at European level 2) indication of gaps within public understanding of migration as well as sustainable development 3) conceptualisation of challenges and ways by which development education could be used as an instrument to raise public awareness in different national contexts.

The analysis will support the improvement of a more localised and therefore more effective model for development education, mainly targeted at prospective school teachers. However, recommendations address issues beyond teacher competence, such as institutional transformations, inter-sectoral cooperation and the role of education institutions in raising public awareness.

The compiled report encompasses 13 national reports, the EU audit report, a transnational audit report and an executive summary for decision makers. Each partner realised national reports, comprising a state of the art research (literature review) and field work (focus groups and / or expert interviews).

The summary is divided into two sections: the EU Audit report and case studies that refer to key findings from 13 national reports. The first part is a summary of desk research which examines EU policies and institutional framework regarding links between sustainable development and migration, development education and Europeans' attitudes towards the issues. The second part provides an overview of the state of affairs in 12 Member States: Austria, Bulgaria, Croatia, Cyprus, Germany, Greece, Italy, Lithuania, Malta, Poland, Slovenia and the United Kingdom.

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## European Union Audit on Migration, Sustainability and Development Education

As the world becomes increasingly interconnected and the scope of international migration is rapidly growing, cross-border movement becomes a significant force for and an integral part of development in both origin and destination countries. Yet, poorly managed migration poses a number of risks for the sustainable progress of societies. In order to maximise development impact of migration, efficient policy and institutional framework as well as coherence between different policy areas is necessary. The report aims to examine the latter, as well as to assess prevailing public perceptions at EU level regarding migration and sustainable development as they are key factors for effective migration and development management at both national and EU levels. The current state of development education in the EU is also addressed as a measure to raise public awareness.

In addition to desk research, four expert interviews were conducted. Participants were selected through purposive sampling as it was aimed for specific characteristics such as relevant expertise, diverse national backgrounds and institutional representation. The experts specialise in following areas: sustainable development, global education, migration-development links and forced migration. The insights of the experts are integrated within the report to provide more depth to the analysis.

### Links between migration and sustainable development

Migration and development are mutually intertwined. Economic growth in developing countries often increases the proportion of the population who can afford to migrate and are aware of the opportunities abroad; as a result, it often leads to intensified migration. Traditionally perceived as a “symptom of development failure” that needs to be overcome, migration was conceptualised as a potential threat and burden in developed countries, and ‘brain drain’ in developing world (ECDPM and ICMPD, 2013). The research on remittances in the early 2000s however challenged the discourse and marked the beginning of a new approach towards migration, by which its impact on development was recognised (De Haas, 2010). Received from migrant diasporas abroad, remittances constitute an important source of income for families and communities in migrant-sending countries. In 2017 alone, developing countries received approximately US \$443 billion in remittances; the amount that exceeds development aid (World Bank, 2017). Hence, migration might become a crucial poverty alleviation tool in developing countries (ODI, 2017). Meanwhile, migration helps to fill critical labour gaps and reduce economic strains of ageing populations in the Global North.

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However, the relationship between migration and development is more complicated and should therefore be addressed with caution. If managed poorly, transnational movement might lead to underdevelopment (De Haas, 2010). As a result of poor immigration management, migrants often have limited access to social protection services, health system and effective integration mechanisms. In these positions, they are under higher risk of exploitation and trafficking. If migrants are irregular, they are likely to find themselves in even more precarious situations. Poorly managed migration might thus lead to social tensions and inequalities that risk obstruction of social cohesion and trust between community members in host societies (Putnam et al. 1993; Kawachi et al., 1997; Khambule and Siswana, 2017). It is also important to note that since regular migration is a somewhat *selective* process, its benefits are usually experienced by already relatively privileged community members in origin countries, while groups that would benefit most might remain unaffected. It is hence important to make migration available to individuals in different socio-economic positions by not limiting immigration to high-skilled professionals only.

Since climate-related disasters and conflicts are likely to increase in the future, forced migration is expected to intensify further (Adam, 2009). It is thus crucial that authorities would be prepared to accept and effectively integrate refugees in order to minimise the scope of humanitarian tragedies and in that way fulfil their commitment to “leave no one behind” which is a core principle of the post-2015 agenda as set by the UN (UN, 2017). To avoid political and social divisions and exploitation of the topic for political purposes that followed the so called ‘refugee crisis’, it is necessary to contest public misconceptions regarding migration and asylum. Notions of migration as a threat for national security and prejudices regarding immigrants, especially refugees and asylum seekers, have to be challenged by more accurate representation of the issues.

## Institutional and legislative framework: the EU perspective on international migration, sustainable development and the 2030 Agenda

The positive impact of migration on global development was first recognised by the EU more than a decade ago. Yet, the current migration framework often contradicts global development goals of the EU. Most notably, the focus on irregular migration and readmission in Global Approach to Migration and Mobility (GAMM) conflicts with EU commitments for migrant protection, while selection of high-skilled immigrants risks brain drain in origin countries (Martin, 2013). A number of actors interested in maintaining immigration flows at low levels to maintain their political influence is a major challenge for policy coherence in the area. These issues became even more prominent in the context of the SDGs which call for development-driven migration agenda.

In presence of recent debate about the future of the European projects marked by Brexit, a conflict of interests within the EU became a prominent issue. The level of political sensitivity

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regarding migration translates into lack of leadership and willingness to advocate pro-development changes within migration agenda, both at national and EU levels. Short-term domestic interests of political parties to maintain public support outbalance long-term objectives of international sustainability (Hong and Knoll, 2016). Due to the relatively flexible nature of the 2030 Agenda and the lack of political interest, a number of countries integrate the Goals superficially or selectively. As it was suggested in expert interviews, it becomes a “tick-box” exercise; the objectives can be covered in policies and yet not necessarily be translated into actions.<sup>1</sup>

In these circumstances, ambiguous and inconsistent migration and development policy links at national level became a common practice. The policies often stress the development impact on origin countries and yet are largely constructed around self-interest of host countries that implicitly and sometimes explicitly oppose the commitment for global development. The focus on readmission processes, the emphasis on border control, preference for high-skilled migration and little attention for integration of migrants serve the national interest of the countries but often oppose the development objectives.

Another worrying tendency in M&D policies is instrumentalisation of development cooperation for migration management purposes. By making cooperation on readmission processes a condition for development aid, as implied by the GAMM, the EU makes it a tool for reinforcement of restrictive and security-driven immigration agenda, which “totally turns the EU PCD obligation around” (CONCORD, 2015:7). Not to mention that instrumentalisation is largely based on a faulty assumption that development will reduce migration flows, such imperative opposes the long-standing EU mission for global poverty eradication as well as the SDGs.

## Public and media discourse on international migration and sustainable development

The Eurobarometer (2017; 2018) findings suggest that while Europeans do not hold strong prejudices against immigrants on an individual level and tend to support development cooperation in third countries they are not well informed about the realities of these subjects. Their understanding of the scope of immigration is distorted; migration is still largely perceived as a problem rather than an opportunity. The results imply that Europeans are not

<sup>1</sup> At EU level, for example, few regular migration routes to Europe were opened up despite the commitment to do so as indicated in the European Agenda on Migration (European Parliament, 2016). For examples at national level, please see national reports.

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well aware of the positive role migration plays in development, a misconception that needs to be addressed in order to make the most of the M&D agendas.

The media often depicts migrants as victims, whereas in reality they are active community members as well as contributors to both host and origin economies. Alternatively, migrants are portrayed as dangerous invaders. They are rarely given an opportunity to speak for themselves, especially if newcomers are women, and are rarely identified as individuals with diverse professional skills and personalities (WACC Europe and CCME, 2017). Migrants, especially refugees, are often dehumanised and depersonalised; economisation of migration is also prominent (Greussing and Boomgaarden, 2017). Migrants are implicitly and explicitly conceptualised as “the other”. Articles about migrants as rapists or criminals occur more often than stories about positive contributions they make, because positive aspects often have “no news value”.

While it is important to counter prevailing public misconceptions about migration and sustainable development, knowledge of data and figures might not necessarily bring desirable outcomes, especially when there is an emotional element in the discussions. It is therefore important to offer counteractive, more humane-oriented images of migration and asylum. As research suggests, adding a human element to representation of migrants improves public engagement with the issue (ODI, 2017). Political and business leaders and other authority figures are encouraged to talk about the positive aspects of migration, as they often have a significant impact on public opinion.

Another major issue regarding public perceptions about sustainable development is the conditionality of public engagement. As experts noted, the latter is largely limited to individuals of certain socio-economic status. The so called middle class shares relatively optimistic beliefs; they tend to believe that individual and collective action could and should be taken, whereas disadvantaged communities are often not as engaged and rather pessimistic. In addition to addressing such inequalities it is important to promote the concept of and knowledge about opportunities and individual actions that can be undertaken by all community members. It is recommended to ensure that awareness raising campaigns are not limited to a selective audience.

Development education is an important tool in raising public awareness about global issues. It provides a holistic view towards sustainable development by linking a number of processes, including migration. The EU plays an active role in supporting implementation of development education at national level for more than two decades. However, available research suggests that while significant progress in the area was made since then, implementation is far from effective (Tarozzi and Inguaggiato, 2016). National strategies need to be further developed in most countries; development education needs to be better addressed in school curriculum and capacity building among policy makers. It is crucial to ensure that global education is sufficiently addressed in teacher education. Yet, teachers must be trusted with considerable flexibility to implement development education to maximise its potential.

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## Recommendations for EU institutions

The most important challenge faced at EU level is a conflict of interests between a number of actors, including individual Member States and even different EU institutions. In presence of asymmetry of interests, the call for PCD is not likely to bring successful results. It is therefore crucial to stop conditionality of aid in both bilateral and multilateral agreements with third countries. Human rights and commitment for development should be the underlying objective of the negotiations.

It is important to enhance development benefits of migration through more coherent migration policies. The EU and its Member States should provide more possibilities for regular migration of both high-skilled and low-skilled migrants, improve integration mechanisms and address protection of rights of the ones being readmitted by third countries.

The EU should continue providing financial and structural support for improvement of global education and awareness raising campaigns in Member States. As public misconceptions about migration and distorted media coverage of the process affect national politics and respectively debates at the EU level, awareness-raising should be one of the main priorities in terms of both funding and building capacities of responsible actors, such as educational institutions and CSOs.

## Overview of National Reports

This section outlines key findings from national reports of Austria, Bulgaria, Croatia, Cyprus, Germany, Greece, Italy, Lithuania, Malta, Poland, Slovenia and the United Kingdom. However, it is important to note that contexts significantly vary across different Member States. Certain countries such as Austria, Germany and the United Kingdom have a long history of immigration. As a result, they have more developed migration policy agendas than most CEE countries which have never become major destination choices. While the migration crisis affected Southern Member States directly, Eastern Europe has received relatively few asylum seekers and refugees. Hence, the overview is of limited capacity to provide valuable insights that could be applied nationally or locally; for that purpose, please see national reports separately.

## Public opinion

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In all countries, hostile or at least oversimplifying attitudes toward migration prevail public discourse. Over the past years, anti-immigration attitudes, as indicated by national and cross-European polls, have generally strengthened across Europe (Eurobarometer, 2017). It can also be observed by a rise in popularity of nationalist parties in a few countries such as Italy, Germany, Austria and Poland (Muis and Immerzeel, 2017). Yet, it is not a universal trend. As reports suggests, in some Member States the ‘refugee crisis’ seemed to somewhat stir the feelings of compassion. This is most evident in Greece; while migration is still largely perceived as a threat to socio-economic security of country’s nationals, a majority of population report emphatic attitudes towards refugees.

A link between socio-economic realities and attitudes towards migration was stressed in a number of national reports. Anti-immigration attitudes seem to increase simultaneously with economic hardships and are most prevalent among groups that are relatively disadvantaged. Meanwhile, educational attainment was reported to increase positive perceptions of migration. These findings are in consensus with cross-national research conclusions which suggests that more years spent in education increase tolerance for migration (Cavaille and Marshall, 2017)

Awareness about sustainable development seems to be limited; in multiple countries such as Malta, Lithuania, Slovenia and Austria the concept is largely associated with environmental sustainability, whereas social and economic aspects of sustainable development remain largely unrecognised. Therefore, it is necessary to raise awareness about links between migration and sustainable development and present the latter in a more holistic manner.

## Media coverage and instruments to shape public discourse

National reports mostly supported previous conclusions on media coverage drawn in the EU Audit. As the scope of migration is beyond personal experiences, media plays a crucial role in shaping public attitudes. However, there seems to be limited linkage between migration and sustainable development in media across different Member States. While images of migration vary within and between countries, it seems that the media response to migration is often skewed negatively, a tendency that was further enhanced by the economic recession and the so called ‘refugee crisis’. Notions of migration as a challenge rather than an opportunity prevail.

Refugees are often portrayed as either victims, ‘criminals’ or ‘undesirables’ as emphasis is being put on the ‘illegality’ of their migration. Migration flows are discussed in an isolated manner; links between migrant inflows and push factors of migration are rarely made. Thus, there is a need to counter existing images of migration and, most importantly, to develop individuals’ ability to critically assess the media content through effective development education. While in certain cases of positive accounts of migration and the ‘refugee crisis’

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were more prominent (such as Greece), in other countries (like Lithuania and Poland) messages in the media were overwhelmingly pessimistic.

As suggested by experts in field researches, social media has a growing influence on public opinion. Hence, it could become an important instrument to distribute more positive images of migration and its links to sustainable development. Yet, it is also important that these concepts would be critically addressed in the early days of education, starting from kindergarten, and would be implemented in life-long learning programmes. In national reports of Austria and Lithuania it was concluded that while factual knowledge is necessary to combat prevailing misconceptions, emotional language does not need to be avoided, as currently attitudes towards migration are already largely emotional.

In a number of countries, the environment does not receive substantial attention in the media despite the fact that majority of analysed populations tend to be concerned with ecological issues. Research on media coverage regarding sustainable development and the SDGs in particular seems to be limited in a number of Member States.

## Research, project production and good practices

With several exceptions, there is limited research and project production in mapped countries that would address links between migration and development at the national level. As identified in reports of Cyprus and Lithuania, project production in relation to sustainable development tends to focus on environment, agriculture and energy, whereas social aspects of sustainability receive little attention. In most Member States, a number of studies on migration, development and/or the SDGs are being published; however, research on linkage between migration and development is at its 'infancy state'. Most research and initiatives linked to migration are about asylum, integration of migrants and public prejudices against migrants but have few links to development.

While of limited scope, some progress in the area can be seen in Austria and Germany. Meanwhile, in the UK the relationship between migration and development received substantial attention by the academic community.

In most countries, there are a number of good practices regarding sustainable development and the SDGs in particular being mostly implemented by CSOs, but also initiated by higher education institutions and government bodies. Similarly, there are strong, relatively long-standing communities of CSOs that specialise in the area of migration. However, there is only a limited number of initiatives that would link migration and development were launched.

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## Migration policies, sustainable development and international commitments

The recent migration crisis has drawn attention to the national immigration, asylum and migration integration strategies and in some cases led to adoption of new legislation or amendments of the old policy frameworks. Nevertheless, it seems that in most mapped countries there are no direct links to sustainable development and the SDGs present in migration and asylum policies. In many countries, especially the ones that joined the EU relatively recently, migration and asylum agendas are still being adjusted to the EU standards and directives.

Lack of coherence between national migration frameworks and the SDGs is another issue. Integration of migrants is still problematic in most of the mapped Member States, especially the ones that have never been countries of destination such as Slovenia, Lithuania, Bulgaria, Poland and Croatia. With a degree of variation, migrants and especially asylum seekers still face discrimination; they receive limited social assistance, low-quality or limited integration services; migrants have limited access to education institutions and fair employment and receive little support in general. While the situation is relatively better in Germany, Austria, and the UK, the general tendency opposes the objectives for development. Hence, it is crucial to improve immigration and asylum policies at a national level in order to ensure that migrants' rights are protected and to maximise the development impact of migration.

## Recommendations

### National and local level recommendations for CSOs

There is a strong need to enhance public engagement with sustainable development and especially its links to migration. Hence, public awareness should remain as one of the key targets to combat public misconceptions. Migration should be more often introduced in a comprehensive and holistic manner and images of international movement as a threat to national security and employment of nationals should be countered. Links between migration and development should be further explored.

To achieve these purposes, NGOs are encouraged to form and participate in thematic networks at local, national and international levels. It is important to develop partnerships between different NGOs, NGOs and education institutions as well as NGOs and government bodies.

### National and local level recommendations for governmental institutions

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As lack of awareness regarding sustainable development is evident, governments should engage in promotion and communication of the concept and the agenda 2030 to the general public. While funding CSOs is encouraged, their activities are often limited to short-term projects. It is therefore important that authorities would collaborate with NGOs to carry out awareness raising campaigns that would be most suitable for national or local contexts. It is crucial to

Governmental institutions are encouraged to cooperate with each other, as in some countries there is a lack of coordination between different government bodies. They should continue to cooperate with NGOs as well as educational institutions.

It is important to continue improving national migration and asylum policies as well as national strategies and support for development education. Links between migration and development should be integrated within migration strategies.

### Local level recommendations for municipalities

Municipalities are encouraged to initiate and/or engage in awareness raising campaigns, potentially in cooperation with NGOs. It is important that municipalities would effectively communicate information about migration, asylum as well as local sustainable development projects. In countries with substantial population of migrants, municipalities should facilitate integration of newcomers. They are also invited to develop platforms that would encourage dialogue and communication between local and migrant communities.

### National and local level recommendations for educational institutions

Migration and sustainable development through effective presentation of development education should be integrated within initial teacher education. CEE countries such as Poland, Lithuania, Bulgaria, Croatia and Slovenia are likely to receive larger numbers of immigrants in the future, thus it is important to improve intercultural and interreligious skills of future teachers. Taking into account largely negative media response to migration, it is necessary to develop critical media skills of European populations, both in school and at later stages in life. Development education should be not only included in the curriculum of different courses, as in that way it is necessary to develop capacity building measures for teachers and improve their skills to employ digital technologies.

### National and local level recommendations for future research areas

The nexus between sustainable development and migration has barely been addressed in the majority of mapped countries. Hence, research on the topic needs to be further produced at both national and EU levels. Media coverage on the SDGs, teachers' engagement with migration issues in the classroom, analyses of good practices of M&D policies are some of the other areas that need to be addressed in future studies.

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