



29 September 2016

# **Migrants, asylum seekers and refugees in the context of major risks prevention and management**

**Compilation of Good practices**

**Conference of Migrants and Major Hazards**

**14 October, Lisbon, Portugal**

## Contenu

HELPING MIGRANTS BY BASIC AND TECHNO COMMUNICATION TOOLS.....	3
Alessandro Barelli, President, European Center Disaster Medicine, San Marino .....	3
Victor Poyarkov, Executive Director, European Centre of Technological Safety, Kiev, Ukraine ..	3
SOCIAL EDUCATIONAL WORK WITH UNACCOMPANIED REFUGEE MINOR ASYLUM SEEKERS ..	12
Bodil Høyer Damsgaard, AIEJI (The International Association of Social Educators).....	12
MIGRANTS, ASYLUM SEEKERS AND REFUGEES IN THE CONTEXT OF MAJOR RISKS PREVENTION AND MANAGEMENT.....	28
Jeyhun Isgandarli Contribution of Azerbaijan .....	28
MIGRANTS, ASYLUM SEEKERS AND REFUGEES IN THE CONTEXT OF MAJOR RISKS PREVENTION AND MANAGEMENT” .....	36
General Secretariat for Civil Protection – Greece.....	36
MIAMSI, MEMBER OF THE CONFERENCE OF INGOS OF THE COUNCIL OF EUROPE .....	38
Daniel GUERY, MIAMSI delegate, Council of Europe.....	38
COMMUNITY-BASED FIRE MANAGEMENT (CBFIM).....	45
Johann Goldammer, head of GFMC.....	45
“TRUST” AS THE MOST IMPORTANT ISSUE IN WORKING WITH MIGRANTS .....	47
Zoi Sakkouli, Chairwoman of SKLE for Western Greece& Ionian Islands,, Social Worker, MSc, Adult’s Educator .....	47
“THE SMILE OF THE CHILD” FOR REFUGEE AND MIGRANT CHILDREN .....	48
Sofoklis Panagiotou .....	48

# HELPING MIGRANTS BY BASIC AND TECHNO COMMUNICATION TOOLS

## Alessandro Barelli,

President, European Center Disaster Medicine, San Marino

## Victor Poyarkov,

Executive Director, European Centre of Technological Safety, Kiev, Ukraine

### Foreground and rationale

#### Understanding the complex system behind Migration

The **picture of migration**, in EUROPE and worldwide, is vastly more **complicated** than at first glance. Modern technology, economic and ecological factors, and ease of movement promise **greater complexity** in the future. While much of the focus is given to the influx of immigrants into the richer European countries from Africa and Middle East nations the true picture of migration shows a **dense plot of movement**: migrants moving back and forth between their home country and their adopted country; agricultural workers moving within one country, sometimes several times a year to follow the seasonal changes in work opportunities; new immigrants who are willing and able to keep pressing on to new locations in search of better opportunity or more stable conditions elsewhere.

This **complex picture of modern human migration** is a result of improved transportation and communication, increasing social inequality, a changing climate, a growing world economy, and greater ease of movement across the globe. Rapid dissemination of information, updating far-off communities on the opportunities of a different community, has favoured population movement further.

The **changes and increases in migration patterns**, the arrival of migrants into new communities, and the participation in new and often dangerous forms of employment have therefore strong effects on the health, health risks, and health management of mobile populations.

#### Definition of migrant

A migrant is one who:

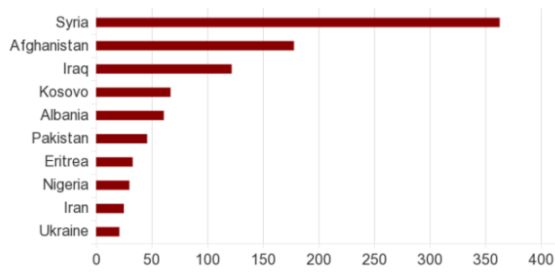
- Crosses a prescribed geographic boundary by chance, instinct, or plan;
- Stays away from his/her normal residence;
- Seeks or engages in remunerated activity.

#### Population figures

Worldwide, migration has increased. In 1990, there were 155 million people living outside of the country of their birth. By **2013**, the figure stretched **232 million**.

### Top 10 origins of people applying for asylum in the EU

First-time applications in 2015, in thousands



Source: Eurostat

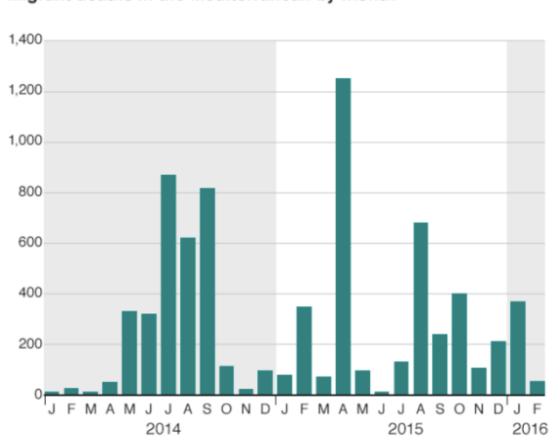
### Asylum claims in Europe, 2015



Source: Eurostat

BBC

### Migrant deaths in the Mediterranean by month



Source: IOM

BBC

*“More than a million migrants and refugees crossed into **Europe in 2015**, sparking a crisis as countries struggle to cope with the influx, and creating division in the EU over how best to deal with resettling people.” (BBC.COM, January 28, 2016)*

### **Migrant health issues: does anybody take care of them ?**

The national conversation on migration often sticks narrowly to the question of how the immigrant arrived. This focus on immigration status sidetracks progress on public health for all European residents, by moving the focus away from addressing the **health needs of individuals** within our borders. It also stalls needed adjustments of our **rigid health care** systems that are largely unequipped to care for patients who may become migratory but still need care.

### **Access to health care for migrants**

Migrants struggle with similar challenges as **other underserved populations** regarding access to health care, but face the **additional barriers** of mobility, language, and cultural differences, lack of familiarity with local health care services, and limited eligibility to publicly and privately funded health care programs.

Migrants are on the move -- but their health care might not follow. Their migratory lifestyles bring them out of their provider networks, reducing access further. **Fear of deportation** and contact with governmental agencies makes **access to health care even more complicated** for **undocumented migrants**.

### **En-route health problems**

Migrants who are en route to a new location may encounter **additional health risks** such as heat or cold stress, dehydration, and exposure to disease, when crossing borders or traveling within a country. Migrants are more vulnerable while on the move, which may cause increased incidences of trafficking and exploitation;

All of the health care problems found in the general population are found in migrant groups. Some, however, occur more frequently. These include diabetes, cardiovascular disease, and asthma. Tuberculosis deserves special mention in mobile populations.

Below, an overview on the health issues for migrants:

- Organic
  - Cancer
  - Diabetes
  - HIV/AIDs
  - Immunizations
  - Hepatitis
  - Tuberculosis
  - Toxic exposures
- Non organic
  - Behavioural Health and psychological items

- Women's Health
- Children's Health
- Eye Care
- Family Violence

### **Hygiene and Housing**

Migrant housing is associated with: pesticides exposures; unsafe drinking water; crowding; substandard and unsafe heating, cooking and electrical systems; inadequate Hygiene ; and dilapidated structures. Emergency Care givers need to be aware of these additional health and well-being risks for migrant people.

### **Food related problems and risks**

Migrants may face added food insecurity due to lack of access to transportation, food storage, and cooking facilities. It is estimated that more than half of farmworker households are food insecure. Several studies estimate that more than half of farmworker house-holds are food insecure.

### **Climate change**

Climate change disproportionately affects the poor more than other populations. Outdoor “PEOPLE” like migrants are particularly vulnerable. Climate change is estimated to affect the health of migrants through increased temperatures, more extreme weather, degraded air quality, and more vectorborne diseases. Migrants may have a higher risk of being exposed to these changes as a result of substandard housing (that may lack insulation and air conditioning) and outdoor work (resulting in increase in heat stress and other heat-related illnesses). They also may have fewer resources to help them adapt to the changes.

### **Objective**

To provide **basic and easily understandable information** for migrants able to help them in **facing the majority of issues** affecting their staying in a foreign country:

- Health issues and access to local health care systems
- Communication and getting vital information
- Hygiene and Housing
- Food related problems and risks
- Climate change
- Legal issues

### **Method**

- To develop a multi-language tool on both traditional (booklet) and electronic format (Smartphone App) able to help migrants to:
  - Take advantages from primary care by nurses and physicians
  - Know social and healthcare resources available in the host countries

- Protect them in the case of emergencies
- To build up and to maintain a web site in English language providing information as above mentioned

The main appeals to population in the case of **radiological disasters** is an example:

- Go to sheltering
- Use Iodine prophylaxis
- Go to Use the masks for breathing protection
- Go to Decontamination
- Go to Health care center
- Use Personal protection equipment
- The ban for drinking and eating
- More...

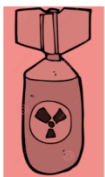
Another significant field the project will cover is the main appeals in case of simple and frequent **health care needs** like:

- Collection of blood sample
- Vaccination
- Wounds disinfection
- Cardiac massage
- Call of emergency help
- More.....

**Language barriers and problems** will be limited due to the extensive use of **cartoons and vignettes**

**Radiologic risk: Go to sheltering !!**

---



## Wound basic care

---



## Chemical risk: wear gas mask

---



## Conclusions

The ambitious goal of the project will be facilitated by past experiences of large scale communication tools that have been included in others EurOpa projects.

As an example, we mentioned the project called “Know how to deal with emergencies” which has been developed by CEMEC together with other EurOpa members. The booklet had the goal to inform people, in an easy and immediate way, about basic response to all major emergencies that can occur at present times.





**IF YOU ARE IN A ROOM AND YOU SEE A FIRE:**

- Do not panic. Stay calm.
- Call the fire department (112).
- Try to extinguish the fire if it is small.
- If the fire is spreading, close the door and call for help.

**IF YOU ARE IN A PUBLIC PLACE:**

- Look for the nearest exit.
- Do not use elevators.
- Stay calm and help others.

**IF THE FIRE IS WIDESPREAD:**

- Quickly move away after checking that no one is still inside.
- Close the door of the involved room and call or ask someone to call 112 (Fire Department).
- Do not use elevators.
- Crawl and use a wet handkerchief or piece of fabric over nose and mouth to protect airways.
- If possible, protect your head with a wet cloth.
- If the exit is not approachable because of smoke and heat, find refuge in a room and open the window, signalling your presence, then close the room door and seal cracks with wet clothes or pieces of fabric.

**IN PUBLIC PLACES OR WORKPLACES:**

- Look for emergency exits that are usually indicated by green signs, proceed orderly. In case of an emergency, do not push people ahead of you in a hurry to exit.
- Do not use elevators.
- Put children in your arms, attend to elderly and disabled people.
- Go outside and wait at the collection point.

## References

1. Koser K, Laczko F, Migration IOF. World Migration Report 2010: The Future of Migration: Building Capacities for Change: International Organization for Migration; 2010.
2. Department of Immigration and Citizenship (DIAC). Annual report 2008–2009. Canberra: DIAC; 2009 [cited 2011]; Available from: <http://www.immi.gov.au/about/reports/annual/2008-09/html/>.
3. Baum F. The New Public Health. Melbourne: Oxford University Press; 2008.
4. Australian Bureau Statistics (ABS). Language Spoken at Home (LANP). Canberra 2006; Available from: <http://www.abs.gov.au/Ausstats/abs@.nsf/0/2584CFD16AD0821ACA25720A0078F2B1>
5. Australian Bureau Statistics (ABS). 2001 Census of Population and Housing Canberra 2001.
6. Australian Bureau Statistics (ABS). 2006 Census of Population and Housing Canberra 2006.
7. Woloshin S, Bickell NA, Schwartz LM, Gany F, Welch HG. Language barriers in medicine in the United States. *JAMA* 1995; 273: 724–728.
8. Yeo S. Language barriers and access to care. *Annu Rev Nurs Res* 2004; 22: 59–73.
9. Sheikh M, Nugus PI, Gao Z, Holdgate A, Short AE, Al Haboub A, et al. Equity and access: understanding emergency health service use by newly arrived refugees. *Med J Aust* 2011; 195: 74–76.
10. Lixin O, Jack C, Ken H. Health services utilization disparities between English speaking and non-English speaking background Australian infants. *BMC Public Health* 2010; 10.
11. DeLia D, Cantor J. Emergency department utilization and capacity. Robert Wood Johnson Foundation; 2009 [cited 2011]; Available from: <http://www.rwjf.org/files/research/072109policysynthesis17.emergencyutilization.pdf>.
12. Fatovich D, Nagree Y, Sprivilis P. Access block causes emergency department overcrowding and ambulance diversion in Perth, Western Australia. *Emerg Med J* 2005; 22: 351–354.
13. Australian Institute of Health and Welfare (AIHW). Public EDs not coping with growing pressure. *Australian Med* 2009; 21: 3–4.
14. Derlet RW, Richards JR, Kravitz RL. Frequent overcrowding in US emergency departments. *Acad Emerg Med* 2001; 8: 151–155.
15. Drummond AJ. No room at the inn: overcrowding in Ontario's emergency departments. *CJEM* 2002; 4: 91–97.
16. Graff L. Overcrowding in the ED: an international symptom of health care system failure. *Am J Emerg Med* 1999; 17: 208–209.
17. Miro O, Antonio M, Jimenez S, De Dios A, Sanchez M, Borrás A, et al. Decreased health care quality associated with emergency department overcrowding. *Eur J Emerg Med* 1999; 6: 105.
18. Shih FY, Huel-Ming M, Chen SC, Wang HP, Fang CC, Shyu RS, et al. ED overcrowding in Taiwan: facts and strategies. *Am J Emerg Med* 1999; 17: 198–202.
19. Derlet RW, Richards JR. Overcrowding in the nation's emergency departments: complex causes and disturbing effects. *Ann Emerg Med* 2000; 35: 63–68.

20. Blackford J. Equity in care for people of culturally and linguistically diverse backgrounds. *Aust Nurs J* 2005; 13: 29. 21 Quan H, Fong A, De Coster C, Wang J, Musto R, Noseworthy
21. TW, et al. Variation in health services utilization among ethnic populations. *CMAJ* 2006; 174: 787–791
22. Stronks K, Ravelli ACJ, Reijneveld S. Immigrants in the Netherlands: equal access for equal needs? *J Epidemiol Community Health* 2001; 55: 701–707.
23. Dias SF, Severo M, Barros H. Determinants of health care utilization by immigrants in Portugal. *BMC Health Serv Res* 2008; 8: 207.
24. McDonald JT, Kennedy S. Insights into the healthy immigrant effect': health status and health service use of immigrants to Canada. *Soc Sci Med* 2004; 59: 1613–1627.

# SOCIAL EDUCATIONAL WORK WITH UNACCOMPANIED REFUGEE MINOR ASYLUM SEEKERS

**Bodil Høyer Damsgaard, AIEJI (The International Association of Social Educators)**

As a starting point, we would like to describe what a social educator is: a professional who is being actively involved in partnership with citizens, working with them, not only individually but in groups, families, communities and the social environments towards the development of their strengths and in resolving personal, social, and community difficulties. The social educator works face-to-face with people and is skilled in certain knowledge, methods and ethics for doing so. Supporting people in getting a better life through relations, empowerment and inclusion are very important tasks in this work. The social educators' profession is a profession known around the world, however the largest part of the member organisations in AIEJI come from European countries.<sup>1</sup>

At the AIEJI General Assembly in 2013, it was decided that AIEJI should prepare a project involving social educational work with unaccompanied refugee minor asylum seekers due to the assessment that we are talking about a highly vulnerable target group that with the right support can in time live a life of great value - and also be of great value to society.

To pin down good practice in social educational work with this group of children and youths, social educators in Italy, Spain, Denmark and Israel were interviewed, as well as refugee minors in Italy and Denmark. We started research on literature on the topic in general, empirical as well as theoretical. This resulted in 2015 in the report *Social educational work with unaccompanied refugee minor asylum seekers* ([www.aieji.net/publications](http://www.aieji.net/publications)).

This article is a presentation of important reflections from the report in terms of a combination of empirical studies and theory. There will be only a few literature references in the article, but at the last page the literature used producing the report will be listed.

Who are the unaccompanied minors?

The unaccompanied minors are a vulnerable group of children and young people, but also a very *resourceful* group, who have overcome a very dangerous and demanding flight.

A mixed picture is drawn of the refugee minor asylum seekers. Some are fleeing from civil war, a life as a child soldier, conflicts and poverty, while others are fleeing violence within their own family or other kinds of unworthy conditions. The greater part of the minors are boys. Some refugee minors arrive from refugee camps and others from a background with lots of resources, sometimes educated as well. Some flee from far away countries, while others

---

<sup>1</sup> The AIEJI publication "The professional competences of social educators – a conceptual framework" (2010) [www.aieji.net/publications](http://www.aieji.net/publications) explains in further detail about the profession.

stay in their country but flee to another region. Some arrive on boats where too many people are stuffed together, others arrive by plane, and some are running almost the entire way. Some are trafficked. Some have uncles, aunts or other family in the new country, while others have nobody at all. There are those who wish to reunite with their family, those who want to avoid ever seeing them again, and those who have lost their family.

What the refugee minors have in common is a wish to improve their life situation and a hope for a better future. The route has often been carefully planned and involves many different people – and not only people smugglers. For some, fleeing has been distinctly traumatising, involving many stops along the way and including long periods spent in hiding. While fleeing, many have experienced conditions of constant fear concerning who to trust, and who wants to cheat them or do harm to them.

### **The voice and the resources of the refugee minors**

It is very important to let the children speak out about their challenges and what they are in need of. It is also important to focus on the resources behind a traumatised mind. Recommendations to work with these aspects will be highlighted.

In 2010, a large conference was held in Barcelona entitled the International Conference on Protecting and Supporting Children on the Move. On this occasion, a broad variety of governmental and non-governmental organisations were represented and two main issues stood at the centre of the discussion. These were addressed afterwards in the publication "Children on the move", International Organization of Migration, 2013. The issues are 1) The importance of listening to the minors' stories about their flight, background and their current situation – as a professional working in the field, on an administrative or political level. 2) The importance of focusing on the special strength these challenged minors often contain. A strength that comes to manifest in their ability to flee and overcome unforeseen obstacles - skills to be adapted in the current life situation and in order to benefit from the possibilities this situation brings. In this perspective, the minor is not seen primarily as a victim.

The voices of the children and youths must be heard, and their resources must be used actively to strengthen their lives as children and youths in the here and now. This view lies as a basis for the UN Child Convention and "In Statement of Good Practice" (UNHCR, UNICEF, Save the Children 2009), a programme that aims to protect the rights and promote the interests of refugee minors coming to or through Europe. In this report, it is emphasised that the children and youth *"should always be enabled and encouraged to voice their views."* This is a statement that social educators work in accordance with.

The social educator does not see the unaccompanied minor as a victim, but as a child or youth with a special strength. In relation to this, social educators try to focus on their possibilities and resources. The social educators describe the minors as being patient, showing respect and

tolerance. Many of the minors are also very humble. They need role models to encourage them to believe in themselves.

The refugee minors have resources that they bring with them from their former life in their home country – resources that are still present in spite of the great challenges they are confronted with during the long and insecure trip. At the same time, many are traumatised and feel an overwhelming responsibility towards their family. They consider their current life situation as an obstacle in to creating their own family and a better life for themselves, and hence they are very eager to learn.

At the same time, many of the children and youths exhibit self-effacing behaviour, and this can contribute to social educators being able to overlook the resources the children and youths possess: that they are extremely ready to learn, that they have lived with taking responsibility for themselves, and that the long dangerous journey that they have been out on requires special strength. Thus it is important in the social educational work to see these resources and to actively use them in supporting the child or the youth.

The special strength must be used to master life in the here and now, where the uncertainty about the future and the radical separation from the home environment are such violent markers in the life of the refugee minor. The separation thus concerns not only being secluded from family – but also from being separated from their own culture and trying to navigate in a new one. This is such a large intrusion into a life, and every sign of strength ought to be grabbed by the social educator, so the resources can be channelled into the life situation that the child or youth finds themselves in. He or she must be supported in building a personal life project, like every other child or every other youth does, and that it is his or her voice that must be heard, and his or her dream of a future that the social educator must motivate and be in together on with him or her.

In building up a personal life project, it is important to support the children in this process and pay careful attention to the voices and wishes of the minors. The social educators work in order to empower the minors and encourage them to make their voices heard in decisions concerning their current situation and support them in their dreams for the future. Patience, belief and hope are of high value in the social educational work, and at the same time is having a constant awareness of the minors as humans with a goal in life and a personal project. The social educators are very aware of key points for the success of integration – to support the minors in learning the language, building up a social network and being prepared for a job situation. All in all, it is of great importance to try and empower them as citizens. Also, when repatriation has been decided upon with the social educators providing support in preparing the minors to go back.

## Their rights

Article 3, 20 and 22 from the UN Convention on the Rights of the Child will be pivotal points. Article 3 is about ensuring the needs of the child, Article 20 is about children without parents, and Article 22 is about refugee children.

According to the UN Child Convention, the child should be afforded the necessary protection and assistance with particular attention to values such as dignity, tolerance, equality and solidarity. Three Articles from the UN Child Convention are of special importance for unaccompanied minor asylum seekers.

The social educators in our report experience that the children's rights are violated in various ways. They explain that decisions about residence permits are based upon unfair arguments, e.g. concerning religion, or if the minors cannot tell the exact same story. Authorities do not always recognise that this has to do with children.

*3. BEST INTERESTS OF THE CHILD:* All adults should do what is best for children and think about how decisions affect children. The best interests of the child shall be a primary consideration in all actions whether it is private social welfare institution, courts of law, administrative authority or legislative bodies.

*20. CHILDREN DEPRIVED OF FAMILY CARE* - A child deprived of his or her family environment is especially entitled to protection and care, for example foster placement, or if necessary, placement in suitable institutions or adoption.

*22. REFUGEE CHILDREN* - A child who is seeking refugee status or who is considered a refugee shall receive appropriate protection and humanitarian assistance. The state shall in co-operation with international organisations assist an unaccompanied child in being reunited with his or her parents. The child shall be accorded the same protection as any other child permanently or temporarily deprived of his or her family environment.

The social educator must acquire knowledge of the rights of the refugee minors and know the statutes that are decisive for the processing of the cases of with children and youths.

It is important to know the rights of the minor with respect to UN conventions – and to attempt to hold the authorities to such when the rights of the child or youth are being stepped on. The social educator will not necessarily inquire directly to the political decision-makers, but it is crucial that the social educator communicate their knowledge to

organisations, networks and resource persons who seek political influence in favour of the unaccompanied minor asylum seekers.

### **Culture consciousness**

The social educators are in part challenged by the cultural differences and in part by the difficult job situation. Professional action concerning meetings between cultures is a main issue. Terms such as respect, culture understanding and culture communication, including language, will be unfolded. Many countries have more than 20 nationalities among their unaccompanied minors. This means that every country needs to build their services for this group on the basis of being able to handle many different cultures and languages.

Fundamental knowledge about the cultural norms that the child or youth has grown up with has great value in the social educational work. Has the minor for example been shaped by a collectively oriented culture with an especially religious mind-set and rituals connected with such? What does this mean for the child or youth in their daily life and patterns of action, and how and to what degree can such be accommodated? Knowledge and reflections in relation to this are important for the social educational practices of trying to understand the individual's motives and to arrange the work with the relationship in relation to this. *And in this also to remember that it is so very important to see the individual and not only a cultural frame.*

The refugee minors find themselves in a waiting position, and the social educators experience having an important task in being in a position to give them support in being able to handle life in this waiting position. In this connection, it is crucial that they feel welcome, respected and safe. In that relation it is important to gain knowledge about their cultural background to get an intercultural understanding.

The social educators state that it is important that they learn basic words from the native language of the refugee minors. In special situations, it is appropriate to make use of cultural mediators and/or an interpreter. The non-verbal communication is important in all communications with the children and youths, however one also needs to be conscious here that body movements can be understood differently depending upon the socio-cultural background. One needs to listen, have empathy and have knowledge of socio-cultural and religious aspects that the refugee minor has been shaped by.

At the same time it is important to have insight into where the children and youths have fled from, why they have fled and how it occurred. This must be viewed in light of each life history being a part of a larger picture, where global political conditions also play a significant role.

Knowledge about the conflict areas that the child or youth has fled from is of great significance to being able to meet the refugee minor and have an understanding of what he or she has removed themselves from, and also to be able to enter into a dialogue about it. Such



can involve ethnic or religious conflicts, wars, suppression by those in power of sections of the population and global political measures.

It is important to gain knowledge about the refugee minors' socio-cultural background and their flight to better understand the children and show them respect. Another reason for the importance is that the work with these minors depends on attitudes in the surrounding society. The minors are often exposed to dominating negative stereotypes. One should thus be very aware of this, especially that attitudes are not influenced by prejudices. The social educators should contribute to creating a positive attitude towards these children. Many of the social educators expresses that the unaccompanied minors show respect towards them and each other despite cultural and religious differences.

In the responses to the questionnaires, the social educators give special weight to the importance of exhibiting patience, respect and tolerance. In an interview, a Danish social educator expresses that, *"You must treat them with respect and acknowledgment. You get 100% back. And it can be many things. Of course you don't walk in shoes on their carpets. It is so disrespectful."* A general picture is that working with refugee minors is very giving, and that it is not only the refugee minors, who need to learn about "our" culture, but the recipient country also can learn a lot from them because they have so many good qualities.

In most residential homes, part of the staff is from the countries where the minors are originally from. The purpose of having people with the same origin work together with the social educators is to improve the communication and understanding of cultures and habits. This comprises support for the refugee minors and the social educators in improving their understanding of language and cultural habits. But sometimes complex and difficult situations can appear when social educators and people without a social educational background are supposed to work together. In these cases, social educational methods can be challenged by other ways of handling situations.

## **How to support the children and youths – an overview**

In this part of the article, the main issues from the empirical studies in the report are highlighted. This concerns social educational work with *trust, resources, background and future*.

Trust: While fleeing, many have experienced conditions of constant fear concerning who to trust, and who wants to cheat them or do harm to them. As a point of departure, the children and youths have difficulty trusting others. They need to have extra security in order to build trust. In this connection, the social educator plays a special role. They must be clear in their expressions, create security and show themselves to be somebody to trust. First and foremost, it is important that the children and youths have the trust that is needed in order to contact an adult when problems arise. A social educator from Denmark expresses that:

*“They learn to tell us if somebody has said something, I mean racism for instance (does not happen often)...We simply will not have it. This centre is for everybody. We get kind of a relationship with the children, it is not deep, but they trust us to tell us that somebody said this and this... And then we can prevent a conflict.”*

The social educators express that the really big challenge is to be in a condition to build up the trust of the children and youths. There is to a pronounced degree a discrepancy between the trust that the social educator tries to build up and the distrust that is created by previous experiences, and which simultaneously is fed by their insecure living situation, and created prejudices they are confronted with from the surrounding society.

A lack of trust by the refugee minors runs like a red thread through most of the empirical studies. The experience of desertion, dangers, lies and risks have marked the children and youths. Another major issue that is impacting trust is the uncertainty about whether the minor can stay in a country or not. The minors live with a constant fear of being repatriated – it has a negative impact on their relations with others, their health, their development and their overall well-being and the social educators need to manage this discrepancy. A social educator from Israel explains the uncertainty and constant fear the children carry with them because *“They are considered illegal and have to renew their temporary visa every three months. They are in a constant danger of being put into an airplane and sent back to their home countries”*.

A social educator from Italy views it as a huge challenge to build up the trust of the refugee minors, to have them dare to trust the professionals, that the adults wish to do good for them, that they keep their promises, that they can be called in when conflicts, etc. arise. It concerns quite fundamentally whether the children and youths feel themselves to be safe where they are, and that it for example becomes natural to go to sleep without wearing their outer layer of clothing – the latter being an example from the Danish empirical studies.

Resources: Despite of the resources the children hold, many of the children and youths exhibit self-effacing behaviour, and this can contribute to social educators being able to overlook the resources the children and youths possess: that they are extremely ready to learn, that they have lived with taking responsibility for themselves, and that the long dangerous journey that they have been out on requires special strength. It thus is important in the social educational work to see these resources and to actively use them in supporting the child or the youth. The resource approach is of great importance for the children’s development and as a social educator from Spain expresses, *“All in all it is of great importance to empower them as citizens.”*

In accordance with the publication *“In Statement of Good Practice”* (UNHCR, Unicef, Save the Children 2009), the minor is not a victim, but a person with a special strength, and this special strength must be used to master life in the here and now, where the uncertainty about the future and the radical separation from the home environment are such violent markers in the

life of the refugee minor. Due to the separation from the minor's family and culture, which is a large intrusion into one's life, every sign of strength ought to be grabbed by the social educator, so the resources can be channelled into the life situation that the child or youth finds themselves in. He or she must be supported in building a personal life project, like every other child or every other youth does, and that it is his or her voice that must be heard, and his or her dream of a future that the social educator must motivate and be in together with him or her.

Background and future: As other children and youths, the unaccompanied minor asylum seekers also have the dream of a future - with an education, job, friends, lover(s), leisure time interests and perhaps a family and children. But the dream obviously has, due to the very uncertain life situations, more difficult terms and conditions. Nevertheless, it is the belief in a future that contributes to a lust for life despite the difficult circumstances. Hence it is crucial that the social educators do their best to support them in the belief in a future, regardless of whether this is a resident of the country where they are now, in their home country or perhaps in a third country.

To create a feeling of continuity between the past, the present and the future, some of the social educators use a narrative approach, which is based on the minor's life story as contributing with meaning of to one's life. It contributes to the child's identity and understanding of oneself. It sheds light on the importance of listening to the refugee minor's stories about their flight, their background and their situation now.

## **Theoretical perspectives**

This part will place emphasis on theoretical perspectives including *resilience*, *trauma-informed care*, *life history work* and *the common third*.

Resilience: In recent years, the concept of resilience has played a continually greater role in the work with vulnerable children and youths. This has resulted in a change of perspective, where an increased focus on strengths and resistance among the vulnerable children has been emphasised and led to burdensome upbringing situations and traumatic events being regarded to a lesser extent as determinative and to a greater extent as something that can be overcome and potentially become a strength in the long run. The view of vulnerable children and youths as resilient, and thus not predetermined to have a poor future based upon the events of the past, has at the same time led to practical changes in social educational work with vulnerable children and youths in general as well as with refugee minors.

At present, work is being done in many countries to a large extent based upon an understanding of children as subjects and independent actors who react differently to the conditions of life and the conditions of upbringing that they are exposed to. The refugee minors are perceived as independent individuals who are in a position to overcome difficult challenges when support is available at the same time. Heritages and biological risk factors

thus play a smaller role and are no longer perceived as necessarily being decisive in the further development of the child. In this sense, there has been a change in the direction of a more positive view of development.

Resilience is perceived, to an increasing degree, as a capacity or a potential with all children, who with the proper protection factors are in a condition to overcome extreme risk factors.

An example is a social educator, who emphasises focusing on those resources that are present in the here and now, whereas they devote less attention to the traumatic events. Such an approach is an expression of a social education that is in accordance with resilience and the resource-based approach.

When an approach with an emphasis on resilience is practiced, it is the present that is placed at the centre based upon a consideration that a good life in the here and now will create protection factors that can contribute to overcoming those risk factors that are applicable. This has resulted in an approach where a positive development potential is emphasised instead of those barriers that potentially stand in the way of achieving a better life situation.

On the other hand one has to be aware of the risks when placing too much emphasis on resources because it can overshadow those traumas that the children and youths often carry with them as unaddressed on their future paths, unfortunately with a risk of creating larger problems in the future for the individual and the surrounding society.

Trauma-informed care: A significant part of the refugee minors have been subjected to traumatic events, which causes them to always be on red alert. They live in permanent fear of having to find themselves in new, unpleasant and painful situations and their behaviour is affected to a significant degree by this.

Trauma-informed care (TIC) involves meeting the violated and traumatised minor with recognition and respect and with an understanding of why he or she has a special behavioural pattern – for example in the form of difficulties in controlling one's own feelings, in understanding one's self and one's own reactions, and especially difficulties in entering into relationships with other people. Trauma-informed care must be viewed as a framework for understanding the child or youth, and on the basis of this understanding, the interventions or methods are then selected that are assessed as being able to provide the best support.

The Australian psychologist Howard Bath, who is an international expert in the field, highlights three important primary pillars in the work with trauma-informed care including *safety*, *connections* and *managing emotions*. The first primary pillar, *safety*, concerns significant aspects of the empirical studies that have emerged in this report, where the work of the social educators with building up trust among the refugee minors is focused. According to the thinking behind trauma-informed care, an important prerequisite for human development is that the child or youth find themselves in an environment that provides safety. This involves not only physical frameworks, but also emotional, cultural and spiritual safety. This is an

interdisciplinary task that involves the social educator, the teacher, the doctor, the psychologist, the therapist or the possible volunteer, who are the adults who have the child or youth in their custody. Sharing of knowledge and a common approach to the efforts are of great importance.

The second primary pillar, *connections*, is closely related with the experience of safety. Children and youths exposed to trauma may very well connect adults with poor intentions or outright evil feelings. Hence they can meet adults with suspicion, avoidance or possibly unfriendliness, and thus the meeting with children and youths exposed to trauma who have demanding behaviour can be a huge challenge. However an imitation of these emotions is far from appropriate and the social educator must continuously be attentive and reflecting in relation to their own reactions and have a respectful and appreciative approach to the child or youth so he or she gains a feeling of being surrounded by supportive and caring adults.

The third primary pillar is *managing emotions*, which is an acquired ability in the primary socialisation of the child or youth. Children and youths exposed to trauma who might have acquired this ability in childhood can become regressive and after fatal events not in a condition to calm down on their own. In this situation the children and youths exposed to trauma need the social educator's support. This occurs through comfort, body language, vocal pitch, active listening and behavioural adjustment. Through this, the child or youth can learn to tackle feelings and impulses, to calm down and to avoid aggressive actions.

The narrative approach - Life history work: The narrative approach is used to create space for the life history as a constructive story, in which the traumas are not necessarily at the centre. The story is seen as an expression of a situational interpretation of the children and youth, which evidences the perception here and now, but which may change in the future. The social educators work in order to empower the minors and encourage them to make their voices heard in decisions concerning their current situation and support them in their dreams for the future. The child must be supported in building a personal life project like every other child – hence his/her voice must be heard including dreams and goals for the future and the social educators motivate them in this.

The narrative approach is fundamentally based upon an observation of the history as creating meaning and being crucial for our experience of meaning and identity. Sharp differentiation is made from objective assessments of the individual's history as being right or wrong, in that the life history or the narrative is regarded as being subjective and thus as true to the extent that it is an expression of an experience of the person who is doing the narrating. The story is an expression of a situational interpretation, which evidences the perception here and now, but which may change in the future.

Potentially traumatising events are observed not in themselves as traumatising, but are such to the extent that they are given meaning as such for the individual. However even in those cases where something is identified as a trauma, it is not final. The narrative or the life story

can be changed over time and the interpretation of the past may assume another status through interaction with the surrounding world.

The language and the story are observed as an expression of the individual's understanding of the past, present and future, and the social educator's task is to contribute to constructing a space where the life story is given room and where other perspectives become possible – not necessarily with a focus on the traumas. A narrative approach in social educational practice involves a fundamental respect for the individual's story. As a social educator it is crucial to refrain from adopting an expert position and in that manner putting oneself in control over what is right and wrong. The social educator ought to refrain from judging, interpreting and directing attention to an underlying meaning.

In the narrative approach, the story is viewed as giving meaning and a life history that expresses resilience and resistance thus is a story that can be constructive in that it produces a presentation of the future as being surmountable. The connection between resilience and the narrative is illustrated among other things in the definition of resilience by one of the big names in the field, the French psychiatrist Boris Cyrulnik. He defines resilience as: *"... a process, a child's development, which from action to action and from word to word registers its development in an environment and its history in a culture. It thus is to a lesser degree the child who is resilient, but rather its development and history"* (Cyrulnik 2002).

Many of the social educators interviewed choose not to enter into a life history unless the child or youth very directly invites them to, which occasionally happens when the substantial work of building up trust takes place, for example while doing sports activities such as running. However, there are reservations also in this situation for what it is appropriate to talk about. This is based upon the device that there is not a professional to "pick them up". Some of the social educators state that there is a substantial risk of re-traumatisation if traumas are opened up without having the resources to arrange for a process of coming to terms with them.

The question then arises: When do the children and youths ever have the possibility to talk about the past and come to terms with their losses, fears and risky behaviour? Could cutting off the life history in the social educational practices, and the omission of any possible therapeutic practices, not leave the children and youths with a feeling that the professionals who have the task of supporting them are only interested in seeing resources? One of the two main issues at the international conference on protecting and supporting children on the move (Barcelona, 2010) was the importance of listening to the refugee minor's stories about their flight, their background and the situation now. This raises a very critical perspective on the life circumstances of the children and young persons who are hoping and waiting for residence permits.

The common third: The common third is one of the central concepts in contemporary social education. On the overall, it can be defined as an external condition that is established as a

point of attention for the participants in a pedagogical interaction. As Michael Husen writes, the common third is: *"... central in an authentic manner of being together... It doesn't matter whether one is more clever, knows more, has more skills. The primary thing is that there is something external, a common affair that both are preoccupied by, and which they are preoccupied by together"* (Husen 1996).

The common third could involve participating in for example a fitness run (many of the children and youths are extremely good runners) or in excursions. Here, there is a basis for "a common third" and the possibility for constructing experiences together, to laugh together, and to do things that for a moment place tragic life situations into the background.

The common third is thus a practical approach, where the social educator establishes a fellowship with people who are encompassed by a tangible social educational effort. At the same time, the approach stands in opposition to approaches with a more treatment-related aim. Pedagogical efforts with a focus on the common third are a manner of practising a form of social education that places an emphasis on the resources of the individual and placing less significance on diagnoses. A starting point is taken in what the person can do, instead of what he or she cannot do.

The potential in this approach is in part the integrating element, which is associated with the establishment of a fellowship around the common third, and in part that this fellowship can be used constructively in relation to supporting positive development for the individual by realising resources through a constructive interaction with the social educator.

In accordance with approaches with an emphasis on resilience and the narrative, a positive view of development is also being operated with in this connection. When the social educator and a child, youth or adult in fellowship direct the focus to the common third, it gives the possibility to meet eye-to-eye and thus to work constructively with motivation and relationship work. A starting point is taken in the positive potential – that is, those resources that the individual has at their disposal, instead of focusing on unlearning undesirable behaviour. The task of the social educator is to create a space where the meeting with the common third can take place, and to work in that space in an objective-driven manner to develop the potential that becomes expressed.

In the work with refugee minors, this approach especially has potential. There is an emphasis on the positive relation in the here and now, where two people meet transversely and in fellowship direct their attention to a common third. When linguistic and cultural barriers are a reality, this can be a beneficial manner of meeting around something in common. Concretely, it can involve playing sports together, making food or supporting the children and youths in cleaning or in performing other domestic activities.

What is essential for the work with the common third is that the social educator is conscious of the power relationship that applies in the relations and uses it constructively. The social educator has by virtue of their position a superior power position, which must be thought into

and made constructive in the meeting with the child or youth. This means that the social educator must take responsibility and teach, but at the same time refrain from adopting an expert position where he or she is making demands for knowledge. Hence it is crucial that the common third be represented with something that both parties can identify with and that both parties can contribute positively to. In the meeting between a social educator and for example a refugee minor, where both are focusing their attention on a common point of attention, the power relation that implicitly is present in the relationship is obscured. Social educators thus ought to do this consciously and assume the responsibility as a facilitator for a positive interaction, where the resources of the individual appear more clearly than any possible barriers.

### **Social educators working for inclusion**

*The perspective will be work within civil society on having a dialogue about the life situation of this group of children and why it is important to welcome them and help them – to work for humanity and inclusion and to prevent stigmatisation and in the worst case hate crimes. Dialogue on a political level will also be touched on, the strength of formulated professional knowledge to politicians in charge and also organisations that work for the rights of these children and young people.*

Social inclusion means ensuring that everyone has equal opportunities for participation in different spheres of social life. This requires that fundamental attitudes and values be based on respect for differences and non-discrimination. Recognition is a prerequisite for social inclusion e.g. as a citizen of society with equal status to all others. It is a basic human need, which is essential to the minor's identity and feeling of belonging. Recognition and inclusion depend on the societies' capacity to make room for different personalities and needs, and to give individuals the opportunity to participate.

Inclusion is something that is very vital in social educational work, including the integrity of the person, autonomy, recognition and empowerment. The social educators are very aware of supporting the minors in learning the language, building up a social network and being prepared for a job situation. Network, resources and the local community are very important for promoting inclusion.

In addition to this, the social educators try to motivate the refugee minors to build a network outside the centre, so they can gain a feeling for life outside and perhaps in a small way build up some relationships. In this context, the "representative" of the refugee minor also plays an important role. The representative is a person from the local area who supports the children and youths, while at the same time this establishes a connection with the civil society.

Social educators also place an emphasis on exploring the world outside together with the children or the youths. This could involve participating in for example a fitness run (many of the children and youths are extremely good runners) or in excursions. Building up of a



network outside the residential homes can also make a contribution to a construction that some of the social educators interviewed also expressed their support for – also because such can in the long run help the child or youth in the integration process after their stay in residential homes.

Social educators perform competent and crucial work every day for the children and youths, but they cannot solve the challenges alone. In order to promote inclusion, an integrated effort among different agencies at all levels is needed.

Social educators play a crucial role in the inclusive effort at a micro level e.g. in the minors' everyday life. But the work of the social educators is deeply dependent on the national as well as the international level, including respect for the minors' life situation, non-discrimination and inclusion. The unaccompanied minors are at risk of being exposed to exclusion and marginalisation, so there is a need for change.

The structural level can be understood on different levels: A) the political authority level on the uppermost level such as legislation and the exercise of authority B) the political authority level on a more regional level in the form of decisions concerning local efforts and the allocation of resources C) the surrounding society understood as neighbours and the local community. Especially at the last level, the social educator has a possibility to counteract excluding mechanisms. Here, it concerns supporting the child or youth in their communications with people in the surrounding society and to a certain extent in setting the framework for individual children or youths to be able to invite relationships into their lives. It can also involve "adapting" the surroundings: The social educator's conversations with for example neighbours, parents, business operators and others who in some manner meet the children and youths without getting to know them.

The two other structural levels lie *directly* outside the reach of the social educators, however the social educator possesses the knowledge about the life situations that children and youths find themselves in – and this knowledge is important to communicate so that the decision-makers hear it. This does not necessarily mean that social educators should find paths to the decision-makers. However the dialogue with local officials, networks, associations or organisations that work to improve the conditions of life of the refugee minors must be prioritised. This is an attempt to secure the rights of the children and youth, and to spread awareness of the framework making it difficult or perhaps impossible to meet the fundamental needs of the children and youths, which is central to the social educational efforts.

## Concluding perspectives

The purpose of the report was not to reveal the degree and specific manners in which the rights of children are being stepped on. However, the material bears witness in different

contexts to experiences where the surroundings that set the framework for the well-being of minors could do so much better.

Guideline for Alternative Care of Children (UN 2010), which supports the UN's Child Convention, dictates that a proper and permanent solution must be arranged for minors in those cases where it is not realistic to return back to the family, and this solution must be in accordance with the child's needs. However, as already indicated, excerpts from the report point to areas where doubts about compliance with this can be raised.

One example is when authorities conduct interviews that by the social educators are experienced as inquisitorial instead of being forthcoming and revealing: system representatives, in connection with asylum applications, look for holes in the refugee minor's report and do *not* take into account that the child's narrative structure typically is different from an adult's. Examples are described in the material of the narratives of children and youths being doubted based upon unreasonable criteria, for example such as a knowledge of quotations from a religious book. One challenge is thus to equip the system's representatives so that their practices can create trust to a higher degree instead of the opposite and in general operate based upon ethical guidelines in accordance with the UN.

Another example, where the interests of the child or youth are not accommodated is when he or she is *not* given the possibility to tell about their past and their life situation. Social educators experience that it takes time, calm and therapeutic competence to start a course of treatment where traumas are addressed and lives analysed, and such may only with difficulty be combined with being in transit for perhaps a quite short time. Examples are seen in the material of social educators who in no manner motivate the children and youths to tell about what is torturing them – based upon the consideration that there is a great risk of retraumatisation if the requisite framework for these conversations is not present. The challenge thus lies in the system creating a framework where the child or youth will be heard and respected, and for the social educators to be attentive to the needs of the child – also when it involves talking about difficult things, regardless of whether he or she finds themselves in their temporary home for a longer or shorter period of time. Upon being sent home or being transferred, it must then be ensured that the child or youth is looked after professionally from here, including the life narrative or therapeutic course of treatment that may have been initiated.

The material also points to the surrounding society being of significance to the well-being of the children and youths. This could be in relation to the building up of a network, but is also simply feeling welcome when one goes to the grocer's or takes the bus. Negative attitudes towards people who come from other countries as refugees obviously render the situation of the minors difficult. There thus is a political upbringing element in restraining excluding mechanisms in those environments that surround the temporary homes of the children and youths, and the dialogue of the social educators with the community likewise has great significance.

The well-being of the children or youths is dependent upon systems and attitudes surrounding them being founded on respect for the special life situation that they find themselves in. The UN's Child Convention and the UN's Refugee Convention build on an ethics that takes fundamental rights into regard and opposes discrimination, and the many countries that have ratified the conventions are hence also obligated to comply with these values when the country concerned has unaccompanied minor asylum seekers in its custody.

## Report references to literature

AIEJI, International Association of Social Educators (2010) *The Professional Competences of Social Educators – a Conceptual Framework*.

AIEJI, International Association of Social Educators (2012) *The UN Convention on the Rights of the Child and Social Education – children placed outside the home*.

Cyrulnik, Boris (2002) *De grimme ællinger – resiliens og traumer*. København: Rosinante.

Hart, Susan (2008) "Hjernens udvikling, familiær traumatisering og seksuelle overgreb" i *Pædagogisk Psykologisk Tidsskrift*, Årg. 45, nr. 1., 2008, s. 66-83.

Husen, Michael (1996) "Det fælles tredje" i *Kultur & pædagogik*, Benedicta Pécseli (red.), København: Hans Reitzels Forlag,

International Organization for Migration, IOM (2013) *Children on the move*.

Perry, Bruce D. (2006) "Applying the Principles of Neurodevelopment to Clinical Work with Maltreated and Traumatized children" i *Working with Traumatized Youth in Child Welfare*, Nancy B. Webb (red.), New York: The Guilford Press.

Separated Children in Europe Programme (2009) *Statement of Good Practice*, 4th Revised Edition, Save the Children, UNHCR & UNICEF.

Sommer, Dion (2011) "Resiliens: forskning – begreber – modeller" i *Psyke og Logos*, Årg. 32, nr. 2, 2011, s. 372-394.

UN General Assembly (1951) *Convention Relating to the Status of Refugees*.

UN General Assembly (2010) *Guideline for Alternative Care of Children*.

UN High Commissioner for Refugees (1994) *Refugee Children: Guidelines on Protection and Care*.

UN Higher Commissioner for Refugees (2013) *Global Trends 2013*.

Van der Kolk, Bessel A. (2003) "The Neurobiology of Childhood Trauma and Abuse" i *Child and Adolescent Psychiatric Clinics*, Vol. 12, 2003, s. 293-317.

# MIGRANTS, ASYLUM SEEKERS AND REFUGEES IN THE CONTEXT OF MAJOR RISKS PREVENTION AND MANAGEMENT

## Jeyhun Isgandarli

### Contribution of Azerbaijan

There are some 250 million migrants in the world. Migration is a natural process, as the world's growing number of wars and natural disasters.

Some 40,000 migrants have died during the migration process in the world over the past 16 years. Unemployment and increasing poverty, growing pace of economic globalization have prompted many workers in some countries to seek work elsewhere outside their homeland. Today, migrant workers account for 150 million of the world's approximately 244 million international migrants.

In Azerbaijan, migration has begun to develop in the 1990s. Tolerant environment and traditions of multiculturalism existing in Azerbaijan is one of the reasons that stimulate the flow of migrants into the country. Problems related with migration are on the focus of the Government of Azerbaijan. Within the country migration issue is covered by several government and non-government international agencies like State Migration Service, UNHCR, EU, IOM, Azerbaijan RC. For example the European Union will continue to support Azerbaijan on migration issues. the EU will allocate 3.5 million euro up to 2017 to solve the migration process in Azerbaijan.

Statistically some 12,000 foreigners were issued a work license in Azerbaijan in 2014, which was by 6.6 times more compared to 2003. As of December 2015, almost 30,000 foreigners, who represent 115 countries, have been registered in the country. State Migration Service's last 2016 statistics shows that the number of foreign citizens and stateless persons who have applied for residence registration in Azerbaijan reached 50,082 people. Some 3,800 people addressed for permission of temporary and permanent residence in the country. A total of 4,140 foreigners applied for Azerbaijani citizenship.

The number of migrant workers who allocate funds for compulsory social insurance to the State Social Protection Fund (SSPF) has increased since the beginning of the year to 27.2%. By November 1, 2014 in Azerbaijan there were 21,758 migrant workers from abroad, the majority (89.2%) of which were men. 10.8% of all owners of individual accounts in the system of local government social insurance - a woman. From January to November 2014 the SSPF recorded 4,658 foreigners, who arrived in the country on a long-term performance. Registered in the fund are citizens of 104 states. Most of all, according to tradition, there are people from Turkey – 11,606 people, while Georgia is represented by 2,459 and Russia – by 1,249 migrants. The top ten includes Iran (851), China (730), India (592), Pakistan (462), the United Kingdom (328), Ukraine (236) and Uzbekistan (235). SSPF began to attract migrant workers to pay contributions for compulsory social insurance on January 1, 2006. --  
17D

Migrant workers flow to Azerbaijan from Bangladesh, Pakistan, Afghanistan, Turkey, and Iran, and they are generally engaged in the construction sector, in the trade market, and the service sector. The regulation of migration and the protection of the rights of migrants, in particular migrant workers,

constitute one of the most pressing issues of the day in Azerbaijan. The other issue, which is already solved, is with staying foreigner in the country, for example when the period ends, the foreigner should immediately leave the country. Now the foreigner has an opportunity to stay for another 10 days. Sometimes the company, inviting the employee shows negligence, and does not extend the time of a work permit and such companies are punished. The State Migration Service has established the Public Council, which recently held a meeting and prepared proposals, based on claims of foreigners due to loopholes in the law. Some of these proposals have been reviewed and directed to the appropriate authorities.

In order to implement the state policy in the sphere of migration, to improve the legislation in accordance with international norms and current requirements, to ensure national security, stable social-economic and demographic development of the Republic of Azerbaijan in the implementation of laws, to use labour resources rationally, to use intellectual and labour potentials of migrants, to eliminate the negative impacts of irregular migration processes, to prevent illegal migration including human trafficking "The State Migration Program of the Republic of Azerbaijan" (2006-2008) approved by the Order of the President of the Republic of Azerbaijan dated on July 25, 2006.

The main purpose of the State Program is to realize the State policy in the field of migration, to develop the migration management system, to regulate and forecast the migration processes, to improve the legislation in this field in accordance with international norms and current requirements, to ensure the efficiency of the law implementation, to create unit database in the field of migration as well as the modern automated control system, to prevent illegal migration and to undertake measures related to development of international cooperation. The features of migration processes, priority directions of state policy also have been reflected in this Program.

On the base of approved "State Migration Program of the Republic of Azerbaijan" Decree on "Establishment of State Migration Service of the Republic of Azerbaijan № 560 dated on March 19, 2007 was signed.

In the framework of "one-stop-shop" principle State Migration Service carries out issuance of permits for temporary and permanent residence in the Republic of Azerbaijan and relevant cards to the foreigners and stateless persons, registration of them, extending temporary staying period in the country of the foreigners and stateless persons arriving in the Republic of Azerbaijan, as well as issuance of work permits for engaging in paid labour activity on the territory of the country. Furthermore, the Service participates in citizenship issues and determines refugee status.

The one of the main activity directions of State Migration Service established for the purpose of implementing state policy in the field of migration, developing migration management system, regulating and forecasting migration processes, coordinating activity of relevant state agencies in this field is to develop cooperation with relevant agencies of foreign states, international and non-governmental organizations in order to strengthen interstate dialogue, to expand cooperation in relevant spheres and relations in combatting illegal migration, to apply practical and innovative methods in the field of interrelated management of migration and development. In this regard State Migration Service utilizes possible international instruments, cooperates bilaterally and multilaterally with international organizations acting in migration sphere and relevant authorities of foreign states for more efficient regulation of migration processes.

State Migration Service expands cooperation links multilaterally with International Organization of Migration (IOM), European Union (EU), United Nations High Commissioner for Refugees (UNHCR), Commonwealth of Independent States (CIS), International Centre for Migration Policy Development (ICMPD), as well as with the Republic of Turkey, Russian Federation, the Kingdom of Netherlands bilaterally in the field of legal migration, effective management of migration, readmission, voluntary return, social protection of migrants, carries out joint projects, and also studies progressive and innovative practices in migration sphere.

The Republic of Azerbaijan joined 1951 Convention relating to the Status of Refugees and the 1967 Protocol on February 12, 1993.

The Republic of Azerbaijan joined UN Convention on Protection of Rights of All Migrant Workers and Members of Their Families on December 11, 1998 according to the Law №581-IQ

The Republic of Azerbaijan joined the Constitution of the International Organization for Migration (1953) on December 8, 2000 according to the Law №33-IIQ) The Republic of Azerbaijan joined Convention for the Protection of Human Rights and Fundamental Freedoms (November 4, 1950) on December 21, 2005 according to the Law 236-IIQ)

The International Organization for Migration (IOM) presence in Azerbaijan dates back to 1996 with the establishment of the IOM Baku office in January. In August 2006, IOM's sub-office in the country was opened in Mingachevir. Sub-office in Nakhchivan Autonomous Republic functioned between 1998-2011. On 8 December 1999, the Agreement establishing the legal basis for further development of friendly cooperation between IOM and the Republic of Azerbaijan in handling migration issues has been signed. The Republic of Azerbaijan joined the International Organization for Migration on 7 June, 2001.

A three-day capacity building workshop for policy makers and practitioners on the topic of migration, environment and climate change took place in Baku from 2 to 4 May 2016. The workshop, designed to enhance understanding on environmental migration and to provide policy makers with concrete tools that can support national policy making, was organized by the International Organization for Migration. Azerbaijan is facing diverse environmental challenges such as floods, earthquakes as well as slow-onset events including sea-level rise and droughts. The country has suffered displacements of people, due to the increased frequency and intensity of natural disasters and environmental degradation. Over twenty participants attended the workshop including government officials from Ministry of Ecology and Natural Resources, State Migration Service, Ministry of Emergency Situations and the State Statistical Committee as well as those from academic institutions such as Azerbaijan National Academy of Sciences (ANAS), Baku State University and the Caspian Center for Energy and Environment of ADA University. The workshop covered the concepts and theories of environmental migration, legal aspects, issues on data, and participants discussed in corporation of migration in environmental and development policies, and strategies for adaptation to climate change and disaster risk reduction. The final day of the workshop focused on developing concrete action plans to enhance understanding on environmental migration in Azerbaijan; mainstream migration into national adaptation plans and policies; and providing a legal framework on environmental migration. The workshop is funded by the IOM Development Fund and is the first to be conducted in Russian. Azerbaijan is among the five countries where the capacity building project is being implemented, together with the Dominican Republic, Kenya, Papua New Guinea and Morocco.

On 10 April, 2014, IOM together with the Institute on Human Rights and Conflict Studies of Azerbaijan National Academy of Sciences (ANAS) and the State Migration Service of the Republic of Azerbaijan organized an International Conference in Baku dedicated to Migration Policy and Human Rights in the Republic of Azerbaijan.

The conference was attended by up to 120 participants including migration experts, practitioners and fellow researchers on politics, economics, social and humanitarian sciences, government officials from relevant Ministries and state committees, parliamentarians, representatives of embassies, international organizations and mass media. The opening remarks were made by Aytan Mustafayeva, the Member of Parliament and the Director of the Institute on Human Rights and Conflict Studies; Serhan Aktoprak, Officer in Charge, IOM Azerbaijan and Parviz Musayev, the Deputy Chief of the State Migration Service of Azerbaijan Republic which followed by presentations from migration authorities, experts and practitioners and international guests on topics “Migration Code of the Republic of Azerbaijan and protection of the rights and freedoms of the foreigners and stateless persons” “Migration policy and providing security in the South Caucasus region”; “International experience and cooperation in the regulation of migration policy of the Republic of Azerbaijan”; “Immigration Law and Its Application: Conceptions, Trends, and Guidance Europewide”; “Migration processes in the South Caucasus region”.

IOM Mission in Azerbaijan and Azerbaijan Red Crescent Society jointly organized a two day capacity building induction training on the ‘Mental Health and Psychosocial Support during Emergency and Displacement’ in Tezekend and Diyalli villages of the Ismayilli district of Azerbaijan during 03 – 04 October 2013.

The training was conducted by Mr. Guglielmo Schininà, Head, IOM Mental Health, Psychosocial Response and Intercultural Communication Section, IOM Headquarters and Ms. Nino Shushania, Migration Health Thematic Coordinator, Psychologist, IOM Mission in Georgia.

This training aimed to sensitize and build capacity of the AzRCS staff, volunteers and CBDRR (Community Based Disaster Risk Reduction) groups in the target villages to enhance community resilience and ensure emergency preparedness for provision of efficient response and facilitating recovery from natural disasters. The focus of the induction training activity was to provide a given frame of understanding of the psychosocial dimension of displacement and crisis-affected societies, while presenting harmonized ethics, approaches and tools associated with psychosocial support.

In total 32 persons participated in the training which was comprised of theoretical learning, practical exercise, group discussions and presentations.

Cooperation between IOM strengthened after admission of the Republic of Azerbaijan to membership of this organization. Exchange of opinions and meetings were held constantly between these two countries in regulating migration processes, establishing efficient readmission management, conducting interviews with asylum seekers, consolidating labor market information system and other directions of interest. The organization carried out number of significant projects focused on protection of migrants’ rights and their durable integration in our country, and currently the project of

“Consolidation of Migration and Border Management Capacities in Azerbaijan” (2014-2017) is ongoing with success.

The Republic of Azerbaijan efficiently cooperates with UNHCR in solving problems of refugees and displaced persons in our country. Expert meetings are held constantly between the representation of the organization in Azerbaijan and officers of the Service on topics of determination of refugee status, voluntary repatriation of asylum seekers to their country of origin, and other subjects of interest. Currently the project of “Asylum Systems Quality Initiative in Eastern Europe and South Caucasus” is implemented jointly with UNHCR. Project components: improvement of quality in national asylum systems (identifying gaps and finding their solutions); development of training skills related to asylum issues through the European Asylum Curriculum; establishment of database on countries of origin.

Database on human rights and refugees, as well as about countries of origin was put into operation within the project by UNHCR. Furthermore, monitoring of determination procedure of refugee status was carried out by National Advisor without any obstacle, leaflets on interview were prepared, as well as booklets in different languages were published for asylum seekers.

Twinning project on “Support to the professional development of the staff of the State Migration Service of the Republic of Azerbaijan and its subordinated agencies, and adjustment of legislation on Migration to the EU standards” was implemented during January 2013-March 2015.

The following outcomes were achieved within the components of the Project:

- Draft of amendments and addendums to Migration Code of the Republic of Azerbaijan was prepared by analyzing migration legislation of the Republic of Azerbaijan;
- Draft of Law of the Republic of Azerbaijan on “Rules of placement and detention of foreigners and stateless persons in the detention centers of illegal migrants” was prepared;
- Draft of future model of interagency mechanism and action plan was prepared in order to fight against and combat illegal migration;
- Recruitment process in migration bodies, evaluation mechanism of activity of employees and existing job descriptions of employees were improved and training needs were identified.
- Informational flyers, brochures, leaflets, videos and slides were prepared for raising awareness of foreigners and stateless persons.

With signing of “Cooperation agreement between the Government of the Republic of Azerbaijan and International Centre for Migration Policy Development (ICMPD)” contacts between parties entered new stage. The organization implemented number of projects in our country in the framework of Migration EU expertise (MIEUX) programs.

Azerbaijan is vulnerable to floods, earthquakes, mudflows, avalanches, drought and landslides, as well as to disasters caused by technological hazards.

The Ministry of Emergency Situations of the Republic of Azerbaijan is the main disaster management authority and responsible for the following areas:



- civilprotection;
- protection of the population from natural (geophysical, geological, meteorological, hydrological, maritime hydrological contingencies, natural fires, etc.) and man-made ( explosions, collapse of buildings and constructions, chemical, biological and radiological hazards, accidents in electric power supply systems, vital utilities, waste treatment facilities, breakdowns in hydrodynamic installations, oil and gas production units, main pipelines, transportation and traffic accidents, etc.) disasters:
- prevention of emergency situations and elimination of consequences;
- fire safety;
- safety of people in water basins;
- industrial safety
- construction safety;

As per Law on Civil Protection of Population of the Republic of Azerbaijan dated 30 December, 1997, 1) civil protection – means a system of activities carried out by the governmental authorities, individuals and legal entities for the purpose of ensuring the security of the population (citizens of Azerbaijan Republic, foreigners present in the territory of Azerbaijan Republic and stateless persons) and territory (land, water and air space, industrial and social facilities, as well as environment within the boundaries of Azerbaijan Republic)at peace time or wartime.

As per the law the Ministry of Emergency Situations is also responsible for the protection of non-nationals present in the territory of Azerbaijan Republic and stateless persons from natural and man-made disasters.

In a situation of emergency, for the purpose of making rescue services accessible to the non-nationals not speaking the host country language 112 Call Center of Crisis Management Center with the operators speaking foreign languages functions under the Ministry of Emergency Situations.

The non-nationals are also considered in evacuation plans.

To this date, the emergency drills have been organised in the embassies of Italy, USA and France in Baku by the Ministry of Emergency Situations.

Such kind of emergency drills are planned to be organised by the ministry in the future.

### ***The role of the Azerbaijan Red Crescent Society***

However for the Red Cross and Red Crescent Movement all these definitions come to one common denominator as people in need either humanitarian or psychosocial. Beginning from the year 2016 approximately 180 000 migrants came to Europe through Greece and Italy. The International Red Cross and Red Crescent Movement is one of the leading organizations working with migrants and assisting migrants in solving their problems. The Movement provides different services to migrants such as humanitarian, support in health and education, psychosocial support. This is in line with our mandate of protection of humanity. Movement assists to the most vulnerable people regardless of their nationality and legal status. At present the National Red Cross and Red Crescent Societies in 28

European countries work towards meeting the urgent needs of migrants, especially women and children who consist the highest number among migrants and becoming more helpless and vulnerable in time of conflicts and disasters. They often suffer from violence and rough treatment that causes stress and psychological tension in them.

The AzRC as the member of the IFRC and one of the RCRC Movement components carries out several initiatives towards these vulnerable categories. It need to be underlined that it became a tradition for the Azerbaijan Red Crescent Society (the AzRC) to work with internally displaced people (IDPs), refugees and migrants, asylum seekers and within the existing opportunities, in close collaboration with governmental and local/international non-governmental organizations like State Migration Service, IOM, UNHCR, Hayat International meet their needs. The AzRC signed MoU with IOM and State Migration Service in 2014 and 2015 in order to strengthen cooperation and expand activities towards migrants.

The implemented activities:

- All migrants often face challenges receiving education in their mother tongue, thus in many cases they have to adapt to the local conditions. Taking this fact into account and facilitate the process of integration of migrant families into the society since 2014 the AzRC organized free-of-charge Azerbaijan language course for migrants in our country. (Jointly with Hayat International, UNHCR);
- Almost two years the AzRC organizes seminars at the second and high educational institutions among students and pedagogical staff under a motto of “Combating human trafficking” at Baku and regions level. The purpose is to give information on the “who can be a victim of human trafficking?”, “combating to be a victim of human trafficking” and “the way of engagement people”. At the end of the seminar, a video on human trafficking is usually presented to the participants of seminars. (Jointly with IOM);
- Another mutual initiative is the established Migration Information Centers at the AzRC local branches in the districts all over the country and districts of Nakhichevan Autonomous Republic. The purpose is to have the place where the migrants can apply with the issues of concern, which further could be addressed to the relevant agencies like State Migration Agency and IOM;
- The AzRC organized various health related training sessions among the migrants, for example on healthy life style, First Aid;
- The AzRC representatives regularly meet with migrants in order to learn about their living conditions and humanitarian needs in order to further cover them;
- On the occasion of the various public and international or religious holidays like New Year, Novruz Holiday, International Day of Migrants, Ramadan, Gurban holidays the AzRC jointly with or with support of the State Migration Service, Hayat Organization, UNHCR held meetings with migrant families and presents them holiday gifts, food or non food relief items;
- The AzRC with gratuitous support of Brizol Eye Clinic in Baku created opportunity to 5 children from one of the migrants’ families who have vision disabilities to go through the eye checkup and receive treatment. It should be noted that clinic will provide free of charge, monthly check-up and treatment of 5 children.

- The AzRC has an opportunity to receive certain knowledge to improve provision of service or activities. From 9<sup>th</sup> to 12<sup>th</sup> of June 2016, the AzRC representative participated at the seminar on psychosocial support and prevention of sexual violence organized by the Europe Zone Office of the International Federation of Red Cross and Red Crescent Societies in Budapest city of Hungary. The representatives of 27 National Red Cross and Red Crescent Societies of Balkan countries, Middle Asia and Southern Caucasus attended the seminar. The main purpose of the seminar was to increase knowledge and skills of staff of the National Societies in psychosocial area and to increase a potential of the National Societies in solving different issues such as children protection and prevention of sexual violence.
- The AzRC is the member of the Public Council on Migration issues, which includes governmental and public/civil organizations. The Head of the AzRC Migration department is one of the secretaries of this council. The AzRC regularly participates at the meetings of council or other events/meetings/conferences devoted to the issues of migrants, IDPS or refugees.

# **MIGRANTS, ASYLUM SEEKERS AND REFUGEES IN THE CONTEXT OF MAJOR RISKS PREVENTION AND MANAGEMENT”**

## **General Secretariat for Civil Protection – Greece**

### **National Health Operations Center**

The National Health System, in the context of prevention and management of hazards due to natural and technological disasters, is put on alert on the basis of operational plans addressed to the health sector.

Vulnerable groups, such as migrants and refugees, are entitled to free access to the health system, and to free pharmaceutical care as well as health care at the refugee and migrant camps, while there are provisions for enhanced care in the case of disasters.

### **Ministry of Health**

Emphasis has been given in the covering of the medical and nursing care of the migrants, asylum seekers and refugees.

Under the provisions of article 33 of Law 4368/2016 (Government Gazette Issue 21/ A) and the Joint Ministerial Decision Α3(γ)/ΓΠ/οικ.25132/04-04-2016 (GGI 908/ B), the criteria and the access procedure to the country’s public medical and nursing system for the uninsured and financially weak citizens - Greek, Foreign Nationals and vulnerable social groups, have been redefined.

In these vulnerable social groups, who deserve the total of the provisions described in the Joint Ministerial Decision above, are included persons regardless of their legal status or the possession of legal documents legitimizing their stay in the country, such as: minors until 18 years old, pregnant women, disabled persons who are accommodated in Public Law Entities, non-profit Private Law Entities, persons who are accommodated in mental health units, prisoners, beneficiaries of international protection (recognized refugees and beneficiaries of subsidiary protection, people who reside in Greece under a residence regime due to humanitarian reasons or special reasons, as well as their family members, et al.

Moreover, the Public Hospitals’ Emergency Departments must accept patients with referrals coming from doctors who work at the refugee and migrant accommodation centers. These patients receive free nursing, diagnostic examinations and medication from the hospitals’ pharmacies.

### **Ministry of Justice, Transparency and Human Rights**

The Ministry of Justice, Transparency and Human Rights has taken the following initiatives regarding hate crimes, including those against, among others, migrants, asylum seekers and refugees:

Five Special Prosecutors have been appointed in Athens, Piraeus, Thessaloniki, Patras and Herkleion for the investigation of racist crimes.

Following ECRI's recommendation, Law 4356/2015 (GGI 181/ A) provides for the establishment of the "National Council against Racism and Intolerance" with the participation, inter alia, of the National Commission of Human Rights, the Racist Violence Recording Network (where 36 NGOs participate), the UN High Commissioner for Refugees and the Greek Ombudsman. The purpose of this Council is the development of a comprehensive anti-racist strategy, the coordination of all relevant stakeholders and the monitoring of the application of international, European and national legislation. A National Action Plan against Racism and Intolerance is also among the tasks of the Council.



CONFERENCE OF INGOS  
OF THE COUNCIL OF EUROPE  
CONFERENCE DES OING DU  
CONSEIL DE L'EUROPE

## MIAMSI,<sup>2</sup> MEMBER OF THE CONFERENCE OF INGOS OF THE COUNCIL OF EUROPE

Daniel GUERY, MIAMSI delegate, Council of Europe

### MIGRATION

#### ***A tragedy and a challenge , The need for risk prevention***

*This article was written collaboratively, so that each member country could make its own contribution and provide some “local colour”, thereby creating a multi-hued picture that better reflects the situation as it actually stands in each one. It will be observed from the following introductory outline that MIAMSI is not a specialist in migration issues. To the extent, however, that it seeks to change attitudes, especially among policy makers, it is heavily involved in the prevention and more effective management of major risks, not least in the context of migration.*

MIAMSI is an international Catholic movement “for men and women who, thanks to their educational background, culture and/or professional capabilities, can have a decisive bearing on national and international life”.<sup>3</sup>

Set up by Marie Louise Monnet, sister of the architect of the European Union Jean Monnet, MIAMSI began attracting people from the EU’s founding states, such as Italy, France, Portugal and Belgium, and many others such as Switzerland and Monaco and various non-European countries as far back as the 1960s.

Specifically, the idea, as conceived by the founders, was to help people become aware of their role and responsibilities in their everyday settings, change the way they thought, judged and lived so as to align it more closely with their religious beliefs, commit to changing attitudes and social structures with a view to building a fairer world, and provide a living and credible image of the Church in the community of nations.<sup>4</sup>

It is only natural, therefore, that the organisation’s statutes should contain a number of recommendations which relate directly to reflection, vigilance and action vis-à-vis both migrants and the structures or institutions involved in this crucial and pressing issue.

---

<sup>2</sup> International Movement of Apostolate in the Independent Social Milieus

<sup>3</sup> MIAMSI statutes – August 2004

<sup>4</sup> Ibid

*MIAMSI aims to work with others to promote a more humane and fraternal world. First and foremost, that means focusing on the poor, promoting and defending human rights and fostering brotherhood.*

*It seeks to encourage contact with all those who are working for peace, solidarity and justice, human dignity, the wholeness of Creation and ever more effective international co-operation.*

*Lastly, it is helping to build a Church that is ever more apostolic and universal, and plays its part in promoting ecumenical and inter-religious dialogue.*

By the late 1990s, therefore, MIAMSI had established a presence in several European countries and was able to obtain participatory status with the Council of Europe and join the Conference of INGOs.

Migration was and remains a major concern for MIAMSI even though the issue itself has evolved significantly over the years, as illustrated by the different stages in the organisation's thinking:

- Lisbon/Fatima, 1995, gathering entitled: "Europe, Land of Migrants". Mention was made of various potential factors for destabilisation such as work, family, the status of migrant women and asylum seekers, multiculturalism, the need to re-think urban development, etc. Even then, MIAMSI was drawing attention to the need to take a holistic view of people, to safeguard their dignity, to change individual and collective attitudes in order to welcome people in a spirit of mutual respect, to work upstream, to involve political and religious authorities and to take account of cultural differences.

Most of the problems raised, however, related to migration within Europe or from North Africa.

- Malta, 2008, gathering entitled: "Migration: an opportunity to build bridges".

This general assembly provided an opportunity for MIAMSI to tell the world about its concerns over migration, the scale of the phenomenon and its irreversible effects. The presence of representatives from southern countries, where many migrants originated from, and from Syria, helped to underscore the implications of these population movements for individuals and society at large, and to produce a few recommendations:

- Transcend fear<sup>5</sup> and encourage objective information sharing with a view to changing the attitudes of senior figures in the voluntary, social, economic, political and religious spheres,
- Become involved in national and international bodies, promote joint migration policies between countries of origin and host countries,
- Reinforce the point that migration must not be criminalised and emphasise the need to respect the dignity and rights of all migrants, including undocumented ones,
- And, as Christians, reiterate yet again the importance of equal dignity for all and the need to share land and resources and to support one another.

These conclusions undoubtedly laid the ground for the latest gathering of MIAMSI - Europe

---

<sup>5</sup> "Fighting fear" will be the focus of special campaigns in 2016/2017 in several countries where MIAMSI Europe is present.

- And lastly, Pozzallo, Sicily, November 2015, European symposium entitled: “The Mediterranean: a road in the sea / migration: peoples, cultures, religions”

It was very probably at the meetings in the run-up to this regional gathering in Pozzallo that the heads of our INGO’s national movements crystallised their plans for a systematic response to migration. They realised then that, quite apart from the humanitarian question, other aspects already mentioned at earlier meetings were involved, and looming increasingly large in the various approaches to this highly topical issue, particularly in Europe:

- providing security and protection for migrants and hosts alike,
- focusing on receiving people in a way that addresses every aspect of their lives,
- finding and promoting examples of common and concerted action in the humanitarian, social, educational, cultural, religious and political spheres (at both national and international level),
- taking care to include early intervention so as to tackle issues before human disasters develop.

*The concerted action between government agencies, towns, neighbourhoods and organisations would undoubtedly help to reduce the major risks facing migrants and hosts alike.*

*It is high time that everyone involved joined forces so that the humanitarian disaster unfolding today can be addressed as such, in a way that respects people’s dignity and is not simply driven by a climate of fear or even panic.<sup>6</sup>*

These priorities and objectives on which MIAMSI, an INGO with participatory status with the Council of Europe and an active member of the Conference of INGOs, decided to focus in Pozzallo are very much in line with the Council of Europe’s own concerns so it is entirely appropriate that the Council’s Secretary General Thorbjørn Jagland should have been chosen as patron of the event.

Likewise, it was only logical that MIAMSI should have agreed to participate in the EUR-OPA working group “migrants, asylum seekers and refugees in the context of major risk prevention and management”.<sup>7</sup>

At the end of the 3-day symposium in Sicily, after hearing from people who had experienced the realities of hosting migrants in their everyday lives, and following an exchange of views and discussions about the challenges for both migrants and their hosts, MIAMSI Europe called on each of the participants

- to question their own thinking and everyday behaviour, and to challenge:
- their family, friends and colleagues,
- the heads of any organisations they belonged to or knew,

---

<sup>6</sup> Statement by MIAMSI at the 3rd meeting of the working group on Migrants, Asylum Seekers and Refugees in the context of major risk prevention and management – Aix en Provence 10-11 March 2016

<sup>7</sup> The EUR-OPA working group, European and Mediterranean Major Hazards Agreement, is attached to the Directorate of Democracy of the Council of Europe.



- any elected representatives they might be able to contact, at various levels,
- international institutions,
- churches or other religious/spiritual bodies.

This declaration, together with other national statements, gave rise to a more urgent appeal to members of the national movements to be more vigilant, while drawing on their deeply held convictions informed by their Christian faith and on European treaties such as Schengen, for example.

Accordingly, extensive discussions, concerted practical action and numerous meetings were proposed as part of the process that had already been under way for many years. Particular mention should be made of the involvement of members of MIAMSI - Europe:

**At a personal level, in the places where they live and work, etc.**

✓ The first step which, although possibly the most basic, is also the most difficult to introduce, is to combat the fear, both individual and collective, that is undoubtedly at the root of the greatest risks facing migrants and those who assist, support and/or host them. Fighting fear means striving to communicate in an objective and reasoned manner and adopting a realistic approach that respects everyone, thus helping to avoid ghettoisation and, at the same time, prevent various major risks.

In all the European countries where MIAMSI is present, a number of initiatives accordingly merit special mention:

- discussion and debate within local teams,
- articles in the movements' magazines or on dedicated websites,
- public meetings in town or church halls and community centres,
- symposia or seminars,
- participation in specific training courses.

✓ Other types of action are more to do with personal attitudes and flexible interpretations conducive to intercultural or religious approaches.

**More collectively, within the associations to which they belong, local councils or other public institutions to which they have been elected**

✓ Many members are involved in specific activities within organisations or municipal boards aimed at:

- providing basic health care (physical health care, counselling, etc.),
- facilitating reception, finding accommodation and providing administrative assistance,
- running language classes,
- organising intercultural/interreligious gatherings.

✓ Using their influence as senior figures in business, the voluntary sector or politics to facilitate contact between the various actors involved in order to generate more effective and efficient action across the board. Networking of this kind is useful in combating isolation and can help to reduce suspicion fuelled by clichés. Practical examples include:

- organising round tables which lead to contacts which in turn facilitate communication between government departments,
- forging closer links between different types of organisations: prevention or watchdog groups, charities, etc.,<sup>8</sup>
- lobbying elected officials through meetings or petitions.

**At national level through ad hoc committees,<sup>9</sup>** by proposing measures, key texts or even open letters and other ways of demanding a response, e.g.

✓ The “international commission” of ACI-France, a member of MIAMSI-Europe, which monitors migration and fosters debate among all local teams, drawing on:

- key texts (legislative, philosophical, biblical, etc.)
- inspiring examples such as practical schemes to host migrants in families, institutions or special centres,
- templates for organising discussion days/evenings on these topics.
- ...

✓ The “migration commission” of ACi Belgique which, after providing practical support for people experiencing hardship, fostering debate and promoting the idea that human dignity implies treating people fairly and with respect, has just written an open letter condemning the EU-Turkey Agreement.<sup>10</sup>

**At international level, through its involvement with the Council of Europe and the UN (Human Rights Committee)**

- ✓ The Pozzallo symposium held in association with the Council of Europe:
  - under the patronage of the Secretary General
  - with a statement from the Directorate of Human Rights of the Council of Europe<sup>11</sup>

---

<sup>8</sup> For example, link up the activities of ACAT (*Action des Chrétiens contre la Torture*) and groups providing administrative support for migrants in order to better facilitate dialogue.

<sup>9</sup> International Commission in France (*Action Catholique des milieux Indépendants*), Migration Commission in Belgium (ACi – *Agir en Chrétiens informés*)

<sup>10</sup> <http://www.aci-org.net/drupal/node/606>

CARTE BLANCHE : Accueillir les migrants en Europe? Accueil des migrants : pourquoi nous pensons que l’Europe a tout faux.

<sup>11</sup> Markus Jaeger, Head of the Division responsible for migration issues in the Directorate General Human Rights and Rule of Law, Council of Europe, Strasbourg

➤ and an agenda that included the issue of major risks (contribution from a member of the EUR-OPA working group<sup>12</sup>)

✓ Co-operation with the Parliamentary Assembly of the Council of Europe: statement at the conference on “North-South Migration Dialogue” in March 2015 in Lagos, Portugal <sup>13</sup>

✓ Active participation by MIAMSI in the human rights committee of the Council of Europe’s Conference of INGOs via the “Migration and Mediterranean” working group.

Two other types of action are also worth noting:

• Activities based on an **ecumenical and interreligious approach**

✓ Concerted action with the Waldensian churches and Sant’Egidio to improve security and conditions for migrants travelling to Europe without triggering fresh influxes (Italy)

✓ Hosting visits by Muslim religious leaders in order to find out more about everyone’s role and promote constructive mutual understanding (Italy)

• Activities which address the **need for early intervention**, including notably support for development in the migrants’ countries of origin:

✓ by maintaining an active presence within development organisations such as *CCFD – Terre Solidaire*<sup>14</sup> which not only plays an active part in migrant reception (in France) but also, and above all, endeavours to promote development in southern countries so that individuals can find outlets for their skills and talents in their country of origin, thereby helping to stem the migratory flow, improve local living standards and encourage more equitable participation in world trade (France)

✓ by taking part in the Human Rights Committee of the Council of Europe’s Conference of INGOs via the “Human rights, co-development and migration” working group which seeks to ensure that businesses domiciled in northern countries respect the local environment and comply with international human rights legislation. Such action can go a long way towards encouraging employees of these companies to stay where they are and participate in their country’s development.

**In conclusion, we can:**

• emphasise the vital need for co-operation in order to keep people safe and ensure that the initiatives proposed by collective, administrative, political or religious institutions are relevant and effective. The setting-up of interactive networks to protect isolated migrant youths is a prime example of this;

---

<sup>12</sup> Mechthilde Fuhrer, Executive Secretary of the Working Group on migrants, asylum seekers and refugees in the context of major risk prevention and management (EUR-OPA / European and Mediterranean Major Hazards Agreement).

<sup>13</sup> 30 and 31 March 2015, conference organised jointly by the Parliamentary Assembly of the Council of Europe (PACE), the Council of Europe North-South Centre in Lisbon and the Portuguese Parliament.

<sup>14</sup> CCFD Terre Solidaire: Comité Catholique contre la Faim et pour le Développement – Terre Solidaire

- bear witness to the necessity and importance of questioning each actor about their responsibility in the tragedies resulting from migration, but also to the opportunities that migration can offer host countries, if the necessary conditions are met.

In such a highly complex issue, the risks are many and the danger of creating instability - high. There will never be enough INGOs, regional, national or international provision to help the people in distress and the individuals and organisations working in the field who need not only support but also recognition. Genuine transparency and calm communication between all the parties involved can only serve to facilitate reception and integration, without sweeping aside the problems associated with migration. The aim is to be realistic and welcoming but not naïve.

Only then will all the relevant actors be able to respond to the challenge of migration in the best possible manner and prevent the major risks entailed therein, a sure path to peace and togetherness for the well-being of all.

# COMMUNITY-BASED FIRE MANAGEMENT (CBFiM)

## Johann Goldammer, head of GFMC

### Wildfire Threats

Migrants are often moving through and putting up informal shelter in forests, bushlands and other wildlands that are temporarily at high wildfire risk. Camp fires for cooking and warming are essential for survival. Many migrants have limited experience in handling and controlling open fires, which at times of high seasonal fire risk may easily get out of control and cause significant environmental damages. Vice-versa, wildfires may affect migrants, refugees and asylum seekers. During the dry season a wildfire may have serious consequences on security and health of migrants. It is difficult to communicate with migrants in temporary informal camps. However, those who are responsible for area safety in the territory concerned may use existing guidelines for wildfire disaster risk reduction for rural populations and apply them as appropriate. The following on-line resources of the [Global Fire Monitoring Center](#) (GFMC), a [Specialised Euro-Mediterranean Centre](#) under the [European and Mediterranean Major Hazards Agreement](#) (EUR-OPA) may be helpful to enhance preparedness and response to wildfire situations in high-risk areas:

- **Overview of materials and experience in Community-based Fire Management:** This website of the GFMC provides all necessary information on participatory approaches in fire management for stationary and nomadic communities. They are applicable for securing temporary shelter of migrants, asylum seekers and refugees

<http://www.fire.uni-freiburg.de/Manag/CBFiM.htm>

- **Defence or rural assets against wildfires:** In many landscapes rural settlements (villages, towns, and scattered farmsteads), informal settlements and other rural assets (agricultural fields / crops, infrastructures and other values at risk) are endangered by wildfires. In order to enhance the capabilities of local rural communities to defend themselves against wildfires a set of guidelines was developed by the GFMC for a pilot region – the Western the Balkans. The guidelines provide

- A practical technical document designed as a support tool for the protection of people and local rural communities in the Balkan region from wildfires.

- A starting point and basis for the exchange of expertise and concepts within the Council of Europe member states to continuously expand capacities in rural fire management.

The guidelines were prepared with the support from the European and Mediterranean Major Hazards Agreement (EUR-OPA). The guidelines are available in English and Greek (other languages to follow) and should be consulted by those who are responsible for area safety of migrants, asylum seekers and refugees:

[http://www.fire.uni-freiburg.de/Manag/CBFiM\\_11.htm](http://www.fire.uni-freiburg.de/Manag/CBFiM_11.htm)

- **Gender issues:** The role of women in rural fire management is often over-looked, but is generally very important. For community based fire management to achieve its goals, the inclusion and direct participation of all sectors of the community, especially women, is fundamental. Women have been shown to be effective at managing fire hazards, improving fire prevention and using fire to protect important natural and cultural assets.

[http://www.fire.uni-freiburg.de/Manag/Gender\\_main.htm](http://www.fire.uni-freiburg.de/Manag/Gender_main.htm)

# “TRUST” AS THE MOST IMPORTANT ISSUE IN WORKING WITH MIGRANTS

**Zoi Sakkouli, Chairwoman of SKLE for Western Greece& Ionian Islands,, Social Worker, MSc, Adult’s Educator**

## **Greece**

Working with migrants, the most important issue is how we are able to gain **trust** among the officers who work for Organizations or the Governments and the migrants. Usually, mainly irregular migrants have difficulty in trusting authorities as:

- they do not have information on the law and they believe they will generally have problems
- through their travel, they may have had bad experiences, including violence or smuggling and they are not able to estimate who they should trust
- they keep moving for long and they do not have the opportunity to establish a relationship with specialist. As a result, they do not have the experience of how their needs might be facilitated through co-operating with them
- they may have negative stereotypical belief concerning the authorities
- smugglers may have warned them not to trust people working for Organizations or authorities.

In order to help, any officers who work with migrants, is essential to have a special training on intercultural issues, as well as to know any aspect concerning the procedures on confidentiality in the terms of every Organization and any professional identity. In addition, it is always essential to be able to reach any information for or from the migrants, in an immediate way. The best way to build this immediate communication is to have the opportunity to have employees who practice **street work**. In this way, it is very helpful to establish relationships and to be able to gain trust. We should not expect that migrants (especially irregular migrants) will be able to reach any kind of authorities or Organizations about their needs, as they do not have the information needed about any procedures of the country they have reached. However, in order to reclaim the best of street work, we must have special training of the officers on **security issues**, as well as establishing steadily, **supervision** of each project.

In these ways and in trust, we may be able to co-operate with migrants and be ready to face any needs in emergencies. Furthermore, we have to share information on what they should do in case of any emergency. Where they should go, what they should expect and what they should have prepared with or for their families in cases of emergencies. In addition, we should create a strong **network**, as to be able to answer any needs in cases of emergencies. Furthermore, we have to facilitate a network among the migrants and the authorities, so that they will trust the procedures. For this purpose, we have to include in our projects, groups of migrants that have already had the experience of being new at a specific place and they will be very useful to their co-nationals, as they have **empathy** and **experience**.

# “THE SMILE OF THE CHILD” FOR REFUGEE AND MIGRANT CHILDREN

## Sofoklis Panagiotou

### Good Practices

“The Smile of the Child” operates according to a series of distinguishing characteristics and guidelines, which constitute ‘our spirit’. They are crucial in terms of both the response to the domestic social-economic hardship to which innumerable children and families with children fall victim, but also of the migration and refugee tragedy, which - as we know - involves children for as much as 40% of the total migrant and refugee population currently blocked in Greece.

116000 EUROPEAN HOTLINE FOR MISSING CHILDREN / 116111 EUROPEAN HELPLINE FOR SUPPORT TO CHILDREN AND ADOLESCENTS

Skilled and trained personnel is available 24/7, 365 days/year, for free, to support children missing or / and provide support and counseling to children, minors, parents. The use of **interpreters** is very important for the communication with refugees and migrants and for providing them with the best services. An awareness-raising campaign aims to encourage reporting among refugees and migrants and inform them on the services of 116 00 and 116 111 lines in view of the general lack of information on where to turn to for help and assistance and the high rates of underreporting about cases of missing children or refugee and migrant minors at risk.

### Mobile medical units / polyclinics

The Organization’s **mobile polyclinics** are fully equipped and are based in hosting facilities for refugees/migrants where volunteer doctors, assisted by the Organization’s staff, conduct medical examinations, provide medical monitoring and medical supplies when needed to children every day.

### Medical evacuations

When the refugees arrived to the area of Thessaloniki, a temporary site was created in the Port of Thessaloniki, where ‘The Smile of the Child’ **stationed an ambulance**, so that its **intervention** was **immediate** when needed. Our team of rescuers implemented transports from and to the hosting facilities for refugees all over Greece. Furthermore, the

Organization’s vehicles also conduct transports to/from hospitals for medical issues that are not emergencies, i.e. when reexaminations are needed, when a patient has to return to a hosting facility after a discharge note, etc. A similar emergency response was implemented at the Gate E2 of Piraeus at the peak of arrivals from Greek islands in the beginning of 2016. The Multi-Medical Unit “Hippocrates” of “The Smile of the Child” stationed at the arrival point of thousands of refugees and migrants and functioned as a Medical Crisis Management Unit, where apart from the provision of direct medical assistance cases of children with chronic medical problems could be identified and referred to Public Hospitals through transfers with Mobile Medical Units (ambulances) of the Organization. This response ensured that, in the midst of a crisis situation-stemming from the



concentration of more than 8.000 people in the port- children and their families with serious health problems were identified and timely transferred to hospitals for the necessary treatment.

## Recreational activities

On a weekly basis, a team of well trained volunteers organized and conduct recreational activities for children and adolescences in hosting facilities for refugees/migrants. The main target of the activities is to increase the **self-esteem** of the refugee/migrant children and bring back the **smile** to their faces. Recreational activities help in team building amongst children, behavior learning and having fun! Furthermore, we empower adolescents and young adults by assigning roles such as non-formal supporters or non-formal interpreters. Through this procedure they feel helpful by being useful.

## Welfare support

We fully cooperate with the responsible authorities of hosting facilities for refugees/migrants in order to provide **supplies** and address **the real needs** of refugees/migrants. We always deliver the supplies to the people that are responsible for each hosting facility in order for the support to be funneled to the **people** who are **actually in need**.

SUPPORT CHILDREN WITH SERIOUS HEALTH PROBLEMS. In each medical case, we **activate** the **supportive network** of the organization; **any department that is involved is engaged** to cover every need. The use of **interpreters** is essential in order to not only gather the information needed concerning the child's background, but also for the **refugees/migrants** to fully **understand** their child's

## Medical condition.

"The Smile of the Child's" principle is that a child in need must be

helped before asked about its family's descent, or its passport.

The most important thing for "The Smile of the Child" is to address as many needs as possible with a **qualitative, professional and holistic approach, respecting and advocating for all children's rights**.





Considering the unprecedented large-scale arrival of migrants faced by many countries in the past years and noting more generally, that disaster risk management policies and practices needed to adjust to the surge in mobility of people and the increasingly complex relationship between risk and mobility. The EUR-OPA Major Hazards agreement launched a project on “Migrants, asylum seekers and refugees in the context of major risks prevention and management” collecting good practices and identifying concrete associated actions in this area, in order to accompany member States in developing policies to improve the resilience of Migrants, asylum seekers and refugees to natural and technological hazards.

The EUR-OPA Agreement adopted a broad-based, flexible and inclusive approach looking beyond the current refugee crisis and focused on encouraging civil protection authorities to work with other support organisations and groups, including the formal and informal organisations of migrants, refugees and asylum seekers themselves.

Created in 1987, the European and Mediterranean Major Hazards Agreement (EUR-OPA) is a platform for co-operation between European and Southern Mediterranean countries in the field of major natural and technological disasters. Its field of action covers the knowledge of hazards, risk prevention, risk management, postcrisis analysis and rehabilitation. It has up to date 25 member States.

The Council of Europe is the continent’s leading human rights organisation. It comprises 47 member states, 28 of which are members of the European Union. All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states.

