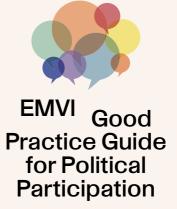


move GLOBAL





European Report

the consensus shared is that third country nationals, too, have a stand in political debates, and want to have an active role in the shaping of policies and laws.

EMVI Project Partners



reside long-term in the country should be granted at least voting rights at the local level equivalent to voting rights for EU citizens.

The Right to Vote

other studies reveal that there is still a gap between the representation of migrants and their actual proportion in the population in the municipalities which are partners in this project. This should be accommodated.

Trust-Building between Communities and Authorities

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### Background

Good Practice Guide for Political Participation This good practice guide brings together the most important findings about the possibilities for the political participation of migrants in five project consortium countries: Austria, Greece, Germany, Italy, and Slovenia. The recommandations summarised here are based on the national reports prepared within the project "Empowering Migrant Voices on Integration and Inclusion Policies" (EMVI). Focusing on good practices of migrant political participation in each country, policy recommendations to public authorities are made to encourage the structural and systemic improvement of migrants' engagement and political participation on a local, regional and national level.

It is prepared for decisionmakers, public authorities, migrant leaders and organisations, local stakeholders, and all those who will find it useful for implementing policies and methods for structural migrant participation, inclusion and emancipation.

### Methodology

Good
Practice Guide
for Political
Participation

Based on the context mentioned above, the EMVI project aims to investigate, through research activities conducted in each partner country (Austria, Greece, Germany, Italy, and Slovenia), aspects related to the political inclusion process of migrants, and the characteristics of their political participation. For that reason, a research report was drafted in each partner country<sup>2</sup> implementing a multi-method approach, including qualitative analysis, desk research, interviews, and focus groups. Ten interviews with people with a migrant background [including refugees (and those with international or subsidiary protection and humanitarian status) as well as third-country nationals (TCNs) and their descendants, and three focus groups with beneficiaries and providers of existing participatory methods and/or consultative bodies (migrants, stakeholders, decision-makers, national/ regional/local officials, administration, authorities)] were conducted in each partner country. In total, 50 interviews and 15 focus groups were conducted within the whole project consortium.

The national reports focus on migrants in the broadest sense, meaning: people with refugee status (international or subsidiary protection, humanitarian status) as well as third-country nationals (TCNs) and their descendants, including people of different ethnic origin, religion, age, gender identity, and sexual orientation. Based on that process, all five national pieces of research provide a basis for exploring existing arrangements and structures as well as developing new ways for migrants' political participation in consultative and decision-making processes concerning the design and implementation of inclusion policies.

While investigating the situation in each of the partner countries to this project, the main goal was to understand how migrants are politically involved and empowered, and furthermore, how their needs are met, and their voices heard. This includes their rights to participate in civil society and politics, such as the freedom of association, the right to assemble, the right to petition, and the right to vote. The focus on women was particularly important. Based on the findings of the national reports, some crucial recommendations were developed and some good practices exposed to encourage better inclusion of migrants, especially women, into the political processes in the countries. Good practices were demonstrated with regard to:

- Better cooperation and communication between already established migrant organisations or councils and public authorities (local, regional, national);
- Better inclusion processes (like training and education) with an emphasis on political participation;
- Better financial and structural support of formal and non-formal migrant organisations in the country.

# <sup>1</sup> The Right to Vote



#### Good Practice Slovenia

The general right to vote in Slovenia is also tied to citizenship status. This means that some people, who stay and live in Slovenia but are not recognised citizens, like asylum seekers and refugees, for example, are not able to influence the political future. Nonetheless, permanent residency enables voting at the local level. In 2002, amendments to the 1993 Local Elections Act and the 1994 Political Parties Act were put into effect. The first, as the most important innovation, introduced the right for foreigners with permanent residence to vote in local elections as well. However, foreigners with temporary residence or asylum seeker status were not included in this amendment.

The second one allows EU citizens to become members of Slovenian political parties. Yet, some groups were still omitted, like former Yugoslav citizens, for example, who constitue the majority of people with a migration background living in Slovenia.

In Austria, Greece, Germany and Italy, thirdcountry nationals do not have the right to vote in local and national elections, as the right to vote is strictly linked with citizenship status. For example, if a person has lived in Austria for decades, the right to vote and participate politically could still be denied. In all the countries mentioned above, only EU citizens are entitled to vote in local elections. Therefore, third-country nationals are excluded from conventional political participation, including holding political office. For example, most political parties in Germany allow foreigners to become political party members, but they cannot stand for election. Citizens who have lived in Germany for decades but have a non-EU passport are not eligible to vote. The extension of the right to vote in municipal elections to third-country nationals has been rejected on constitutional grounds. Also, in Greece, the exercise of the right to vote, as well as the exercise of the right to vote for the promotion of the organs of local self-government, is reserved only to Greek citizens and cannot be extended to those who do not have this status without revision of the relevant provision of the constitution.

Italy, in comparison to the other project countries, has the most restrictive legislation on the right to vote. According to Italian law, citizenship by naturalisation can only be acquired after 10 years of uninterrupted legal residence, additionally to two years of file evaluation, after fulfilling a series of other requirements such as income, housing, etc. Due to this lengthy and restrictive process, the only way for third-country nationals to participate politically in the territories they reside in is found in the form of alternative tools of participation that contribute to their paths of inclusion, and promote active citizenship.

Migrants, who were also interviewed in EMVI research, strongly demand the introduction of the right to vote. Without it, it is difficult to talk about real political participation. Not being able to vote in any elections is seen as a form of discrimination that must be changed. It is not perceived by migrants as clear why EU citizens have the right to vote in local elections but third-country nationals do not. The paradox caused by the mutual conditionality of citizenship and voting rights or political participation is illustrated well in the case of the diaspora, which does not live in the country and maybe does not necessarily have close contact with it, but nonetheless has the right to vote in their country of origin-contrary to the reality of the majority of foreigners who live, work and, last but not least, pay taxes in the country.3

- According to German law, a German adult who lives permanently abroad can only ask to be included in the Wählerverzeichnis (electoral register) of its municipality if a) They lived in the Federal Republic of Germany for at least three months without interruption after reaching the age of 14 (i.e. from the day of their 14th birthday) and b) the residence was not more than 25 years ago (§§ 116 Grundgesetz, 12, 13 Bundeswahlgesetz).
- The decision of the Bundesverfassungsgericht (Federal Constitutional Court) which was passed more than 30 years ago (BVerfGE 83,37—decision of 43 October 1990), according to which only German citizens are to be understood as the people of the state and thus non-Germans are to be excluded from elections at federal, state and local level (EU citizens can nevertheless at least participate in municipal elections), corresponds in our view to an outdated view of the world. This interpretation of the Grundgesetz (German Constitution) does not reflect the reality of a globalised world in which migration is not a phenomenon but everyday life.
- See Synthesis Report July 2020 of the European Migration Network (EMN) file:///C:/Users/ move/Downloads/oo\_eu\_emn\_study\_ synthesis\_report\_citizenship\_final\_en\_o-1.pdf, Page 16. Accessed 28.02.2023.
- 6 See Synthesis Report July 2020 of the European Migration Network (EMN) file:///C:/Users/move/ Downloads/oo\_eu\_emn\_study\_synthesis\_ report\_citizenship\_final\_en\_o-1.pdf,Page 29. Accessed 28.02.2023.

In short, those, who do not even live in the country, have more power and rights to decide over it than those, who actually live in and contribute to the country and society; only because the one are recognised citizens or descendants while the others are "just" foreigners.

Long-term migrants live and work in the country, and are their very parts. The right to officially participate in the political discourse is crucial. Political inclusion means that immigrants are involved in political decision-making processes in the country, can actively participate in these processes, and influence decisions. The right to vote is very important for political participation. Political inclusion does not only mean the possibility for immigrants to participate in political processes but also have an actual presence or participate through elections, political parties, special forms of minority representation, etc.

#### Recommendation all project countries

All people who legally reside long-term in the country should be granted at least voting rights at the local level equivalent to voting rights for EU citizens.

- Berlin as well as other Federal States and municipalities should implement the right to vote in municipal elections for non-EU citizens and third country nationals. It is very important to transform and expand political participation through local voting rights.<sup>4</sup>
- Political participation is a fundamental democratic right and should not be linked to citizenship. Thus, the right to vote and sign petitions on the local level should be applied to non-EU citizens, as well.
- Reduce the minimum permanent residency period of 8 years to 5 years for naturalisation in line with the majority of EUmember states.
- · Similarly to the majority of EU member states, Germany should not require to renounce a previous citizenship when acquiring or holding a German citizenship. Hence: Make dual citizenship possible!<sup>6</sup>
- The right to apply for a German citizenship should also be granted to those who do not have a permanent right of residence, an EU Blue Card or a temporary residence permit which can lead to permanent residence.
- Access to full political participation should not be denied on economic reasons, thus naturalisation should not only be available for those who can secure their own living expenses but also those who are in need of social benefits or unemployed.

# Improvement of Migrants' Participation in Consultative Bodies



#### Good Practice Austria (Graz)

The Migrants' Advisory Council Graz—which is also a partner to the EMVI project—is a political representation of the interests of third-country nationals in Graz (10% of the total population of Graz). The council Consists of nine members (non-EU citizens) elected by non-EU migrants living in Graz. Members are elected through a direct and secret ballot that takes place on the same day as the Municipal Council elections in Graz and serve for the same legislative period of five years. The Council members work voluntarily and convene regularly. The Migrants' Advisory Council (formerly Foreigner Advisory Council) was established in 1995 by a policy resolution of the Municipal Council of Graz (Migrants' Advisory Council). The Migrants' Advisory Council has the following tasks: preserve and protect the interests of migrants; advise the Municipal Council and the administration through suggestions, recommendations and opinions; promote better cohabitation among all inhabitants of Graz; inform and advise the associations and communities about its activities; report on the state and well-being of immigrants in Graz; organise seminars, events and workshops on such themes as culture, politics, education, social issues and sports; network and cooperate with the Graz municipal authorities, institutions and NGOs.

Political participation is a reciprocal process. There is a need to sensitise local, regional and national administrations to finding more effective tools to involve migrants in the political and decision-making processes.

Only Germany has already established a national consultative body and regional consultation structures for migrants on the federal level. In Berlin, councils are appointed and not elected, having a legal ground with the Participation Law. Austria, Greece and Italy are among the countries that do not have national consultative bodies, but where structures on the local or regional level exist, such as the EMVI project partner Migrants' Advisory Council in Graz. Slovenia, however, does not offer any equivalent services yet.

Most of the interviewees in the national research of the project agree that the most effective way to design participation today is to manage it transversally by treating all foreigners as citizens who can also have a say on issues beyond migration alone, but with their specific needs in mind.

Almost all the migrants interviewed within the research process are willing to become more active in the political life of the country they reside in, if only they had the opportunity. This is especially the case in Slovenia, where those efforts are only in the beginning stages. In some countries, such as Italy, migrants are interested in implementing migrant councils or innovating the model within their area. Migrants are familiar with the history of the city and regional councils of migrants. They agree that this chapter would seem to be over, but the model should be innovated. In Greece, there is a strong protagonism of the second generation of migrants who have become spokesmen of instances, have founded associations and movements, and are extensively trained on the mechanisms of participation of migrants.

#### Migrant Advisory Councils

The research conducted in countries where councils are well established (especially Austria and Germany) revealed a significant gap in communication between the councils and the migrant population that should be overcome. To make the councils broadly known and also to motivate more individual and non-organised migrant representatives to be active in migrant advisory councils, different measures were suggested:

Enable advisory councils to do their own press and communication work (e.g. press releases, website and social media sites);

Councils should have the possibility to hold meetings without politicians present, facilitating the exchange between council members for those with language barriers;

Increase the visibility of the councils to build trust by organising public events with different migrant communities and groups in the municipality;

Allow councils across EU Member States and regions a regular exchange and communication to enable strategic work for common concerns of migrants;

The municipalities should offer training (e.g. advocacy, networking, or on administrative work and procedures more general) for the members of advisory councils, enabling them to cope with the rhetorical skills of policy-makers and for professional consultation on policies. Consider hiring external trainers from migrant organisations;

The migrants' advisory councils should be elected by the migrants themselves and they should be consulted on a mandatory and regular basis. Their views should be taken up seriously by administrations, or it should be explained as to why something could not be realised;

The members of the council should be compensated for their work.

#### Recommendation all project countries

All countries and levels of government should accept the motto that no decisions on migrant issues should be made without migrants. Therefore, migrant advisory bodies should be installed or, if they already exist, improved on local, regional and national levels.

- · Implementation of a Participation and Democracy Promotion Act that provides for the systematic inclusion of migrants at the national level (e.g. participation of migrant organisations and advisory bodies at the federal level);
- Guarantee transparent participation structures and procedures on national and local level so that migrant representatives are well informed about what happens with their recommendations and how they can contribute to policy-making;
- Berlin and other Federal States and municipalities should provide more substantial funding and staff for the migrant advisory councils on state and municipal or district level.

Integration and Inclusion Programmes should enable Political Participation



#### Good Practice Greece (Heraklion)

Heraklion, as the administrative centre of Crete, sets the example for good practice on integration policies in Greece. The Local Integration Plan for Migrants and Refugees mentions the ESTIA (the UNHCR and Greek State) and HELIOS (the IOM) programmes, the Refugees and Migrants Integration Council, the Regional Asylum Office, socio-medical services largely present at all Greek cities. Further vocal points of the plan are the "access to education," and the "possibility to absorb migrants, asylum seekers, and international protection beneficiaries in the workforce in the agricultural and tourism sectors." What stands out in the document and makes the Heraklion case unique is the "political will to integrate," which translates into support for the housing programmes that the City of Heraklion manages.

To be motivated and skilled to participate in political processes, migrants, firstly need to understand how the political system works in the country they reside in, and how they can participate in such process. As the interviews and focus groups with migrant representatives in every country showed, the more migrants are informed, educated and thus skilled, the more they will feel part of the country and will be motivated to actively participate in the political processes. Nonetheless, more evaluation must be done to understand how politics and political participation structures are put into practice in each country.

The research revealed that in each of the project countries, migrants as well as the majority society need better education for political engagement, and training on political participation.

In every country in this project, it was evaluated that a general lack of information about possibilities to participate politically, and their political rights and duties exists. So called "integration courses" usually are focused mainly on language teaching, education, the healthcare system and the labour market. What is missing in every programme in the project countries is education on how to start associations and self-organisations in order to be able to advocate for migrants' needs, interests and demands.

In all project countries, the consensus shared is that TCNs, too, have a stand in political debates, and want to have an active role in the shaping of policies and laws. Besides, political participation is often jeopardised when migrants can access many services only after receiving legal status in the country. In the process of asylum-seeking, which can take up to several years, migrants have limited rights and thus less access to structures in which they can participate politically. The restrictions regarding work, language education or rights to travel make it hard for migrants to arrive and adapt. Having to face all these restrictions and challenges of migration, being politically active is almost impossible at this stage. As exposed by the representatives of migrant women in Berlin, the legal enforcement of anti-discrimination and racism laws in everyday life context is sometimes an obstacle to becoming politically active.

Only when basic needs are satisfied, and living conditions are stable, the interviewees in all project countries felt that people are able to become politically active.

#### Recommendation all project countries

To improve national and local integration/inclusion plans, several suggestions are offered (for all countries):

- Include information and exercises/
   training on political participation in local, regional and national contexts in "integration courses";
- Develop flexible and not time-bound political education, offering training for political language and rhetoric skills;
- Create special political participation training for women offered during the hours when they are not busy with work or childcare;
- Expand language courses to include language training for political participation.

- Decision makers responsible for the development of integration and inclusion programs and policies on national, Federal state and municipal level should highlight participation as a two-path way, including measures to foster diversity, tolerance, antidiscrimination, and cultural sensitivity of the majority population;
- Intersectionality should be the cross-cutting theme of inclusion programs taking into account that the migrant population is diverse and has diverse needs (e.g. women, youth, people with disabilities, people with low-income, etc.);
- Make "integration" and language courses accessible for everyone who needs them (including EU citizens and people who are granted a residence permit for less than one year), this means to provide sufficient funding to offer more courses and to hire more teachers;
- Migration should be understood as permanent and a normal process in a globalised world and not as phenomenon; "Integration" plans should embrace this idea and envision long-term projects and offers for political training.

# 4 Trust-Building for Cooperation between Migrants Communities and Authorities



#### Good Practice Germany (Berlin)

We consider the Berliner Gesetz zur Förderung der Partizipation in der Migrationsgesellschaft—PartMigG (Law for the Promotion of Participation in the Migration Society) a good practice on this topic, as it was drafted in collaboration with different migrant organisations and the State Advisory Council for Participation. Many migrant representatives wish to have a similar approach to policy-making in other political fields which concern them, too.

Local, regional and national authorities should work together with migrants of different origins, race, age, sex and gender at all levels to create trust in political processes. The authorities should create a more inclusive and diverse working environment. Fighting racism, discrimination, and a lack of chances should be a regular part of administrative work for migrants to feel free, safe and welcome in the political processes at all levels.

Cultural mediators should be more included in public bodies and employed in public institutions. On the other hand, training and workshops for members of the state officials, local and regional councils and offices should be organised to become more sensitised to the migrant issues. More opportunities for exchange with decision-makers should be given to non-organised migrants and vulnerable groups such as women.

The EMVI research and other studies<sup>8</sup> reveal that there is still a gap between the representation of migrants and their actual proportion in the population in the municipalities which are partners in this project. This should be accommodated.

- file:///C:/Users/move/Downloads/221901\_ flyer\_partmig\_en\_final\_digital-1.pdf
- In EU-wide comparison only 1.3 % of non-EU citizens are employed in the public administration and defence, compulsory social security in comparison to the EU citizens (7.5%) See also: Eurostat data.1. January 2021. "Employment of immigrants, Under-represented sectors." https://commission.europa.eu/strategy-and-policv/priorities-2019-2024/promoting-our-european-way-life/statistics-migration-europe\_en. Accessed 01.03.2023. Between 2009 and 2019, the proportion of women in the federal administration increased from 35 per cent to 40 per cent. while the proportion of persons with a migratory background increased from 8 % to 12%. (This proportion still does not reflect proper representation of the population with a migratory background of 27,5 % of the German population) Ette and Straub (March 2022). Vielfalt und Teilhabe in der öffentlichen Verwaltung. https:// www.bib.bund.de/Publikation/2022/pdf/ Policy-Brief-Vielfalt-und-Teilhabe-in-der-oeffen tlichen-Verwaltung.pdf?\_\_blob=publication-File&v=4, Accessed 28.02.2023

#### Recommendations all countries

In general, structural involvement of migrants and their organisations on all levels of government should be improved, starting with the inclusion of migrants in the administration staff and informal and innovative tools like e-participation, issue-raising meetings, and roundtables for migrants to raise their voices in an organised manner to decision makers.

- The Berlin PartMigG should be more promoted and introduced in different contexts which concern migrants (e.g. brochures and training in places where migrants frequent, like mosques, cultural centres, coffee places, language schools, work places, etc.);
- · In Berlin, the Senate Administration should conduct a study which makes it public to understand the current status quo, the problems and needs in making the local administration more diverse;
- The staff administration and especially the human resources departments should receive more anti-discrimination and diversity training to hire more staff with a migratory background;
- · To guarantee the best service for its citizens, every public institution and administration on national, federal state and district level should make contact and complaint options (especially for discrimination matters) visible, for example on the website, and also in several languages;
- Communication and services should be digitalised as much as possible in order to make it easier to carry out citizens' affairs;
- On national and local level, a quota system should be introduced that specifies how many positions should be filled by people with a migratory background;
- · It is also important to fight structural inequalities in the education system and on the job market to guarantee that people actually have similar opportunites in professional careers.

## 5 Structural and Systematic Funding for Migrant Organisations



#### Good Practice Italy

The Italian Ministry of Labour and Social Policies established the "Register of Associations, Entities and Other Private Bodies Carrying Out Activities in Favour of Immigrant Foreigners", which includes associations promoting the integration of foreign citizens through activities pertaining to different areas such as providing language courses, disseminating information to support the process of integration of migrants in the society, enhancing the cultural expressions of the country of origin, preventing and combating all forms of discrimination and xenophobia, intercultural mediation, and organising training courses for those in public or private offices who work in contact with the migrant population, etc. It also handles the funding of these organisations. One example is CONNGI® (Coordinamento Nazionale Nuove Generazioni Italiane), which began as a project of the Ministry of Labour and Social Policy and then became established as a second-level association, gathering within it 35 associations founded by second-generation youth nationwide. Another example which supports migrants' associations in increasing their skills is the A.MI.CO Program<sup>10</sup>, promoted by the International Organization for Migration which offers the possibility of subsequently participating in a call for proposals and obtaining funding in the form of grants. There are also other such fundings promoted by the international activities sector of various regions (such as the Tuscany Region through the Simple Projects on International Cooperation, the Lombardy Region, etc.), which, over the years, have also provided funding for migrant associations in the form of re-granting.

Regarding the structural inclusion of migrant organisations in the development of policies on integration and inclusion, during the research process, it was observed that limited funding opportunities are available for committee and advocacy work, complicating strong political work and impact on policy-making. A commonly shared presumption was also that the consultation of migrant organisations needs to be more valued and viewed as an integral part of decision-making. So, finding new ways of structural and long-term funding for migrant organisations is important.

Structural and core funding for migrant organisations on the local, regional and state levels is crucial in order to render them able to advocate stronger for inclusive policies and professional counselling of the administration, and local, regional and national government and to foster their freedom of association. Migrants should be encouraged to be politically active in migrant organisations, and those organisations should be properly financed to be able to develop their programmes. It is also important to systematically and financially encourage and support the self-organisation of migrants, their organisations, networks and associations. Bare rights do not mean much if there is no power, empowerment, or emancipation to realise these rights. Cooperation between the administration and migrant organisations should be reimbursed with appropriate project funds or specific funds for consultation services.

Civic participation in migrant communities and migrant organisations can help newly arrived migrants and refugees to settle and develop a social network. In addition, these organisations give refugees and migrants a voice. It is important to continue investing in the refugee community and migrant organisations as they play an important role in empowering their communities. At the same time, it is essential to incorporate these organisations into existing structures, so that they become part of mainstream civic life. Increased funding and support should be made available to enable them to build capacity and undertake medium and longterm projects. Other civic organisations should encourage migrants' and refugees' membership and participation in their activities.

#### Recommendations all countries:

Integration and inclusion policies need to be structurally improved, including funding for migrant organisations and activities tailored to participation possibilities for women.

- Migrant organisations should be seen as equal to other non-migrant-led civil society organisations and as reliable in the implementation of government funded projects.
   Their inclusion in consultation structures should become mainstream;
- Core funding for migrant organisations should be granted when they mitigate shortcomings of the national or local policies such as (but not limited to) counselling, social work, childcare or empowerment and anti-discrimination work;
- Many migrant organisations rely on volunteer work. In order to professionalise their staff and to make it possible for more people with a migratory background to become employed in the political field, more professional training needs to be made accessible and free of charge.

https://conngi.it/

https://italy.iom.int/sites/g/files/tmzbdl1096/ files/documents/Amico\_Digital\_.pdf

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voice Integration and inclusion policies need to be structurally improved, including funding for migrant organisations and activities tailored to participation possibilities for women.

Trust-Building between Communities and Authorities The EMVI project aims to investigate political integration processes through research activities in each partner country (Austria, Greece, Germany, Italy, and Slovenia), especially with regard to the participation of migrants. For this reason, a research report was prepared in each project country using a multi-methodological approach, including both secondary research and qualitative analysis through interviews and focus groups. The national reports focus on people with migration backgrounds in the broadest sense, i.e., people with refugee status (international or subsidiary protection, humanitarian status) as well as third-country nationals of the European Union and their descendants, including people of different ethnic origins, religion, age, gender identity and sexual orientation. Based on this process, all five national research reports provide a basis for examining existing arrangements and structures to develop new ways for the political participation of migrants in deliberative and decision-making processes for the design and implementation of migration and integration policies at national and local levels. Important recommendations were developed, and good practices identified to promote better inclusion of migrants in the political processes in the EU Member States which are partners in the project, moveGLOBAL, as the implementing organisation of the EMVI project in Berlin, prepared the national research report on the participation and integration structures in Germany.

Based on the results of the national research in the partner countries, a European report was prepared by the Slovenian project partner Mirovni Inštitut (Peace Institute-Institute for Contemporary Social and Political Studies). This report includes the most important recommendations of the EMVI partnership with regard to the design of political participation structures for migrants. The report was adapted for the German context by moveGLOBAL and summarised in this handbook. The full EU report can be found under: www.diaspora-participation.eu.

We thank all those who participated in the interviews and focus groups for the development of this report. levels of government should accept the motto that no decisions on migrant issues should be made without migrants. Therefore, migrant advisory bodies should be installed or, if they already exist, improved on local, regional and national levels.

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