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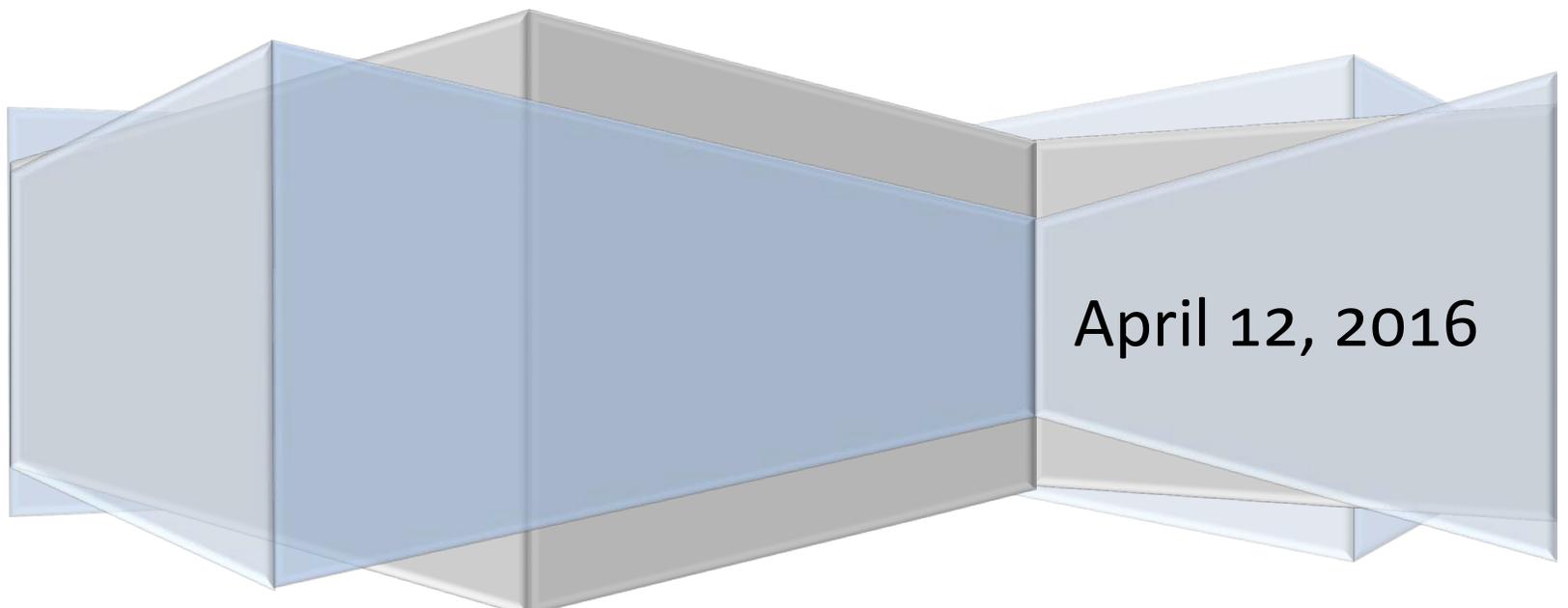
PAD 6062: Advanced Concepts and Applications in Public Administration

Refugee Country Reports

Municipal Government Response

Caitlin Olson, Ida Eskamani, James Aleman, Janee Olds, Jessica Metellus, Matthew Nabbie, Milo Zonka, Nona Tyler, Richie Lionel, Roben Washington, Salema Mohamed, Sandra Orazi-Otte, and Victoria Carey-Davis

Prof. Thomas Bryer



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Executive Summary

Since the inception of the Syrian Civil War in 2011, nearly 11 million Syrians have been displaced, while 3.8 million have become refugees. Additional civil disturbances have led refugees from other unstable nations to seek refuge abroad as well. Numerous countries such as the United States, Turkey, Sweden, Germany, Croatia, and Romania have sought solutions to this refugee crisis and have partnered with municipal and non-governmental organizations in order to assist refugees who have ended up fleeing to the aforementioned respective countries.

During the initial influx of refugees over the past few years, the public perception of refugees in many countries was mainly positive. However, this tide of public opinion has somewhat shifted as refugees are less welcomed due to a variety of factors. Many of the countries studied are becoming increasingly restrictive in their refugee acceptance policies due in part to changing public opinions, fear of a decrease in resources, and suspicion of crime and terrorist activity. Countries like Turkey and Germany illustrate this occurrence. Some countries, like Croatia and Sweden, still hold generally positive attitudes toward refugees while others such as Romania and the United States have generally negative views toward refugee introduction. Consequently, public perceptions have strained refugee introduction efforts, as citizens may be resistant toward integration efforts while they primarily worry about ensuring safety.

Regardless of public perception, the EU wants to facilitate an efficient and humane process for refugee introduction and integration. The number of refugees and migrants crossing borders continues to increase, making it clear that the refugee crisis is not something that can be ignored. Therefore, another common theme seen throughout this research relates to the struggle to accommodate larger numbers of refugees and migrants. While several of the countries studied serve as destination countries for refugees (Germany, Sweden and the US), the other half of the countries studied (Croatia, Turkey and Romania) deal primarily with issues of migration rather than relocation.

Although many countries have had institutional structures in place to handle immigration into their country, many of these countries have struggled under the influx to keep up with the increased demand. Those places which serve as “transit” countries often face capacity issues and struggle to support the thousands of refugees crossing their borders. Destination countries such as Germany and Sweden have to deal with some capacity issues as well, in addition to some challenges that are different from those countries who are mainly dealing with migration routes through their borders. Overall these various nations’ governments’ concerns are related to capacity concerns in accommodating increased migrant needs, with the exception of those nations not accepting many refugees.

Because of this, there is continued need for legislative and policy changes. The country responses outlined in this research helps show that while the EU had not prepared to deal with capacity issues at the beginning of the migrant crisis, the situation has called for greater

streamlining and revamping of policies and procedures regarding the handling of refugees. Therefore, many countries are beginning to recognize the value of proper planning and efficient decision-making strategies that seek to support the needs of both citizens and those seeking asylum.

While it is clear that consistent planning goals as to how to handle refugees must be used in the decision making process, more collaborative and focused strategies for refugees integration are also imperative. Since the influx of refugees is not likely to decrease over the next five years, a decentralized and comprehensive integration system that assists refugees must be implemented so that refugees are successfully incorporated into the respective societies of their host countries.

Accordingly, the following report was created to analyze municipal government responses and response capacities for the introduction of refugees into communities in the United States, Turkey, Sweden, Germany, Croatia, and Romania. Reports look closely at refugee introduction and public perception trends, as well as the existing programs and policies that help educate native communities about refugees. Existing institutional structures and national strategies that regulate the introduction of refugees into each country are analyzed along with the roles that current municipal and nongovernmental organizations play in refugee integration.

Based on this background information, country reports include recommendations for local initiatives that could help to facilitate positive introduction of refugees into communities. It is hoped that these efforts will lead to reduced friction between natives and newcomers and better integration of refugees into the economic, social, and cultural life of their host communities. In order for these goals to be achieved, municipal leadership is required along with training programs for municipal officials.

Recommendations

The individual country reports contained in this aggregate volume represent a cross-section of European immigration practices and attitudes. The analysis of this sample group has consistently pointed to the several common recommendations for improving immigration integration processes including: (1) community building, (2) immigrant training, (3) public administrator training, and (4) citizen communication. Herein we offer a brief overview of how these factors are defined in the context of our findings and how they may be applied to promote more successful immigrant integration.

(1) Community building: This represents the collective efforts of government, for profit and nonprofit organizations, and individuals to promote a peaceful, cooperative, and supportive relationship between citizens and foreigners who willingly accept each other as community partners. For community stakeholders to forge this bond, the concept of multiculturalism is very important. Some strategies to promote it may include the sponsorship of regional

festivals, cultural workshops, and the formal use social media to propagate diverse cultural information to citizens and noncitizen residents alike. Such strategies may be used individually or together in different circumstances. One example of how cultural diversity may be municipally promoted is through the well-known efforts in New York City to support many immigrant groups who regularly use cultural celebrations to express their identities (The City University of New York, n.d.). A country desiring to integrate new culture with existing culture could use such events to generate interest and share knowledge between ethnic groups. Aspects of workshops and social media news could be used in concert with such events to enhance their effect.

- (2) Training program for immigrants: The aim is to assist immigrants to integrate into a new country in all ways - physically, emotionally, and socially. The physical adaptation involves offering help to identify housing and a means of sustenance. The emotional acceptance has to do with the immigrant's internal sense of well-being and satisfaction in being integrated into a new environment, and the social adjustment is the acceptance as part of the new community. A municipally-sponsored program for a training program to help immigrants to make these adjustments could include class training in language, local cultural history, and specific job skill training. Local government may look to partner with profit and nonprofit agencies and volunteers to conduct training. As a global society operating in the Information Age, much can be accomplished through training programs which may be run electronically. An example of such a program is found with an internet entity, Upwardly Global, which runs online training programs for skilled immigrants and posts success stories of individuals who have benefited from their participation in the program (Upwardly Global, n.d.).
- (3) Training program for public administrators: As each country attempts to deal with the current European immigration crisis, it has become readily evident that public administrators may often not be prepared or experienced enough in at dealing with immigration issues so as to fully understand their roles and responsibilities. Municipalities could incorporate training among public employees in such immigration-related topics as integration, budgeting, ethics, internal controls, demographics research, and immigration law. In our research work, examples include training efforts from US National League of Cities, a national source of educational information for municipalities on issues of immigration integration, and the Chicago Metropolitan Agency for Planning and Metropolitan Mayors Caucus which has developed a toolkit for navigating immigrant integration issues. (See report on Germany, page 17, Goal-supportive training program for municipal officials.)
- (4) Citizen communication: While public administrators and immigrants may experience the initial interaction, citizen involvement is an inevitable eventuality. In the process of introducing immigrants and creating mutual acceptance between immigrants and citizens, efforts to communicate well with citizens is an important building block for creating trust, respect, and support of immigrant introduction and integration into a country. The goal

should be for municipalities to be transparent about local immigrant requirements and integration plans which may help citizens to clearly understand the care and caution exercised in approving immigration acceptance into the country. Also, municipally-sponsored internet platforms may be used to spread positive news on the benefits that immigration introduction can have on a country, and to report success stories, safety procedures, and immigrant perspectives and experiences as a way of raising citizen awareness of immigrant value. Websites such as myimmigrationstory.com can offer immigrant perspectives, which greatly shed light on immigration challenges and rewards (My Immigration Story, n.d.). If local government will partner with private and nonprofit organizations to promote the telling of such stories and the spreading of other immigration-related material, this may serve to provide greater citizen awareness and cooperation with initiatives to help integrate more foreigners into an given country.

Table of Contents

Executive Summary	1
Introduction	7
Refugee Country Reports: Croatia	8
Croatia Executive Summary.....	9
Croatia Introduction.....	10
Recommendations	22
Conclusion	26
References: Croatia.....	28
Refugee Country Reports: Germany	32
Germany Introduction	33
Background Information.....	33
Introducing Refugees into Germany	36
Analysis and Recommendations	46
Conclusion	50
References: Germany.....	51
Refugee Country Reports: Romania	56
Romania Introduction	57
Recommendation for Local Initiatives.....	65
Municipal Leadership	66
Training Program Skills.....	67
Conclusion	67
References: Romania	69
Refugee Country Reports: Sweden	72
Sweden Introduction	73
Integration Technique Recommendations for Local Municipalities.....	85
Leadership Type to Facilitate Integration	87
Training to Develop Skills	88
Conclusion	89
References: Sweden.....	90
Refugee Country Reports: Turkey	95

Turkey Introduction 96

Conclusion 107

References: Turkey 109

Refugee Country Reports: United States..... 112

Refugees in the United States 113

Recommendations for Local Initiatives 120

Municipal Leadership 121

Skills for Training Program 123

Conclusion 124

References: United States 125

Introduction

Over the past several years, many countries across the European Union have experienced a significant influx of refugee populations fleeing from unstable countries, such as war-torn Syria. With the exception of the United States, which is geographically isolated from its counterparts, all countries included in this study faced varying struggles in trying to accommodate large numbers of migrants and asylum seekers in their communities. Public perceptions and refugee introduction tactics vary among the country profiles, and continue to evolve over time as national governments and their local partners learn how to handle the increased capacity.

Studied countries' refugee policies range from the mostly open-door policies of Turkey and Germany to the closed door approaches of the United States and Romania. Integration tactics also vary widely, with some nations relying heavily on NGO partners and others taking a more centralized approach. Many countries and municipalities are actively pursuing methods to better help the refugees in their communities to integrate successfully into the social, cultural, and economic environment of their host society.

Overall, the influx of refugees and migrants into Europe has led to a situation that is need of additional attention. Migration patterns have placed more strain on many countries, and there has been a lack of unity across Europe, and the world, about how to handle the crisis. In order to better prepare for the introduction and integration of refugees into society, there needs to be more emphasis on giving municipal governments and their partners the tools they need in order to effectively handle the influx in immigration patterns.

The research covered attempts to look at municipal government responses and response capacities for the introduction of refugees into the communities of the United States and Europe. After looking into background information for each country and the various dimensions of refugee introduction, an analysis is put forth and recommendations suggested that could assist municipalities in their refugee integration efforts.

Refugee Country Reports: Croatia

Collaborating for a Solution

Jesica Metellus and Sandra Orazi-Otte

University of Central Florida

Croatia Executive Summary

In January 2016 a UNHCR report revealed that up to an additional 1 million refugees and migrants could travel to Europe by the end of 2016 (Merler, 2016, p. 1). In recent years, the European Union has faced much criticism for its slow response to the growing refugee crisis (Morgan, 2015). Despite the fact that the refugee crisis introduced new policy and financial issues for countries ill equipped to manage the influx of migrants crossing their borders, the refugee crisis also introduced new humanity challenges that called a number of countries' practices into question with its citizens, national government as well as entering migrants. According to Morgan (2015), there have been more than "4 million people [who] have fled from countries in conflict since 2011 in search of a better life" (p. 2042). Nevertheless, many refugees faced a multitude of obstacles that ranged from closed borders, lack of shelter, overpopulated camps, dangerous sea crossings and safety concerns (Morgan, 2015). The Republic of Croatia (RoC), although willing to assist, is one of the many European countries presenting these problems to the thousands of refugees crossing its borders. Typically, most refugees travel through the RoC only seeking temporary refuge before continuing on to other countries without seeking asylum. While unintentional, Croatia's limited capacity results in a lack of shelter and often times overpopulated camps struggling to provide aid to migrants' health and food needs.

The purpose of reviewing Croatia's current policy and practices in reference to the refugee crisis is to assess Croatia's current state and to recognize gaps in policy. Typically serving as a transit country, Croatia offers temporary assistance to those in need. RoC has created camps at various locations within the country in order to facilitate the need and quantity of refugees coming to its borders (Kuti, 2014). However, as the number of migrants crossing Croatian borders instantaneously shifted from hundreds to tens of thousands, Croatian local governments quickly realized the limited capacity it had to manage such a crisis in a humane and efficient manner. Nevertheless, RoC has been proactive in recognizing the need for policy reform and collaborative governance. Croatian authorities in central government developed its 2013-2015 Migration Policy and Action Plan documents that pursued the identification of integration obstacles asylum seekers might face and the ways that government could address these issues effectively (Kuti, 2014). In addition, Croatia understands its inability to reach the needs of the people without help from third parties. Henceforth, a number of nonprofit organizations and NGOs such as the Croatian Red Cross and the Center for Peace Studies have come together to help refugees, allowing central government to focus on identifying more ways to help the public.

Ultimately, based on the current state of the refugee crisis in Croatia, RoC must be aware of the important role that local governments play in facilitating a quality environment for refugee reception and integration. After the massive influx of refugees in 2015 and with more to come in 2016, this creates an emergent need for the RoC to embrace a full collaborative approach using best practices that include NGOs and municipalities, thereby creating a full circle approach for asylees and temporary-refuge-seeking migrants. Local communities are the first point of contact for

refugees; therefore, central government must seek to include municipal authorities in the policy planning process to ensure effective implementation. In addition, municipal government must also engage in community support by assisting the many social entrepreneurs (e.g., private agencies, community leaders and NGOs) who provide direct aid to the community with gaining access to resources that only local government can provide. The democratic nature of local self-government in Croatia allows for critical democracy. As argued by Eikenberry (2009), critical democracy seeks to end the “voicelessness of average and marginalized citizens” (p. 1062-1063). For a migrant with no home and no place for adequate shelter, critical democracy is essential.

Croatia Introduction

During incidents of public turmoil, communities will often see many nonprofit and private organizations working with community members to provide assistance with tending to basic needs. As it is the role of government agencies to address the needs of the public and deliver solutions through prompt service delivery, legislative initiatives and policy changes, citizens will measure their quality of life and government’s abilities by its capacity to serve public needs. Hence, when over the last two years European countries struggled to manage the rapidly increasing number of refugees crossing its borders on a daily basis, the citizens and refugees sought government assistance and began demanding answers to questions the European Union had not yet understood how to address. On a daily basis, refugees “were washing up, alive and dead, on shores [and] met with a dizzying array of responses: policed as fugitives, tolerated as guests, cared for as victims, identified as cultural threats to European secular social life, and attacked as militant enemies” (Naimou, 2016, p. 226). Consequently, the rapid fluctuations in the number of refugees entering European countries are testing the capacity limits, the policy implementation practices, the relationship capital of each country experiencing this crisis and creating additional opportunities for policy reform, diverse funding streams and civic engagement.

In dealing with the current Refugee Crisis, Croatia has established policies that assist citizens and entering migrants with seeking asylum and integration. Although government officials are growing more concerned with the amount of migrants crossing Croatian borders, the concern for government is less consistent with negative perceptions toward increased immigration and more consistent with local and state government’s concerns regarding a lack of capacity to accommodate migrant needs effectively. Historically, countries within South East Europe serve as transit countries that migrants use for temporary aid and then enter more well-known countries in West Europe, such as Germany and the UK. However, with the harsh immigration policies enacted by its neighboring countries and increased tensions escalating in other countries, Croatia has experienced an influx for which it had never prepared. Despite that, perceptions toward immigration remain positive as Croatian officials hope to rely on government and non-governmental agencies for assistance. Therefore, network governance has been essential for refugee integration efforts as many NGOs and nonprofit organizations work together in order to help marginalized individuals find a voice.

The goal of this paper is to provide a better understanding of current policy on the handling of refugees in the Republic of Croatia and the effects worldwide. Over time, refugee policy trends have changed dramatically, causing countries to rethink how they approach refugees within their borders. As to be expected, the current wave of refugees in the last year has reaffirmed the need for a “human rights” approach to public management and the need to embrace best practices in the handling of refugees. Although various countries have experienced refugee migration over the past decade, there has never been a need to develop a standard for refugee introduction that can adapt to the massive fluxes that countries face. Therefore it is ideal for central and local governments to assess their current resources and the practices of other countries in order to work together to develop a viable solution. A sustainable solution for the European migrant crisis is one that is rooted in family ethics, human rights, financial stability and governance.

Refugee Introduction Policies and Trends

Over the past few years, the number of refugees and migrants travelling to the European Union in search of asylum has drastically increased in a short period. In July 2013, the Republic of Croatia joined the European Union (EU) (Brenner, 2015). The EU is an economic and political coalition of 28 European countries that work together to foster economic cooperation, political union, aid development and environmental sustainability (European Commission, Directorate-General for Communication, 2014). While many European countries have established numerous immigration laws and practices in anticipation of travelers seeking asylum within their borders, many countries failed to anticipate the influx of asylum seekers within such a small window of time. Nevertheless, Croatian government has taken political steps toward effective refugee introduction and has attempted to coordinate with non-government agencies to help with integration. For example, organizations such as the Center for Peace Studies (CPS), the Croatian Law Center and the Croatian Red Cross develop programs, workshops, and events and provide legal aid to asylum seekers within Croatia (Kuti, 2014). In 2015, many countries have experienced a European migrant crisis as they have found themselves unprepared to assist the large number of migrants seeking food, safety and service (Brenner, 2015).

Unlike many other European countries, the Republic of Croatia does not experience a great deal of migrant travelers seeking refuge. In Croatia, the majority of migrants who enter Croatia seeking asylum will leave Croatia to try to enter more culturally diverse countries like Germany and Sweden (Kuti, 2014). Therefore, Croatia’s refugee introduction trends have always attempted to be accommodating, as the country typically experiences the least amount of migrant traffic in comparison to the other countries within the European Union. On average, Croatia expects to assist less than 500 asylum seekers in one year. However, over the most recent years, the European Union has seen an influx of refugees seeking asylum over a short period. According to information reported by the Croatian Ministry of Interior, Croatia has registered almost 500,000 irregular migrants over the course of three months (United Nations Development

Group, 2015). On a daily basis, approximately 5,000 migrants cross through the Croatian border as they search for a temporary shelter (United Nations Development Group, 2015). See Figure 1.1 (Booth, Faiola & Birnbaum, 2015).

Figure 1.1 New Migrant Route

Migrants find route to bypass Hungary



Many countries within the European Union have seen thousands of applications from asylum seekers. Alternatively, Croatia has existed more as a transit country—simply sheltering and servicing refugees temporarily before they leave for a different country within the European Union, according to the Croatian Ministry of the Interior. Thenceforth, Croatia has opened refugee camps with a capacity of 5,000 without the intent of many refugees seeking asylum. In July 2015, Croatia pledged to increase its role in sharing the burden that many other European countries have experienced by pledging to receive 550 asylum seekers, processing 150 and relocating the other 400 (Bradbury, 2015). Croatia’s goal in assisting asylum seekers was to respond to the many humanitarian issues that refugees have experienced in the Mediterranean and in Europe. In addition, in order to address refugee introduction better, Croatia plans to increase its level of policy implementation by incorporating transparency and a more bottom up approach to policy planning over the next two to three years (Kuti, 2014).

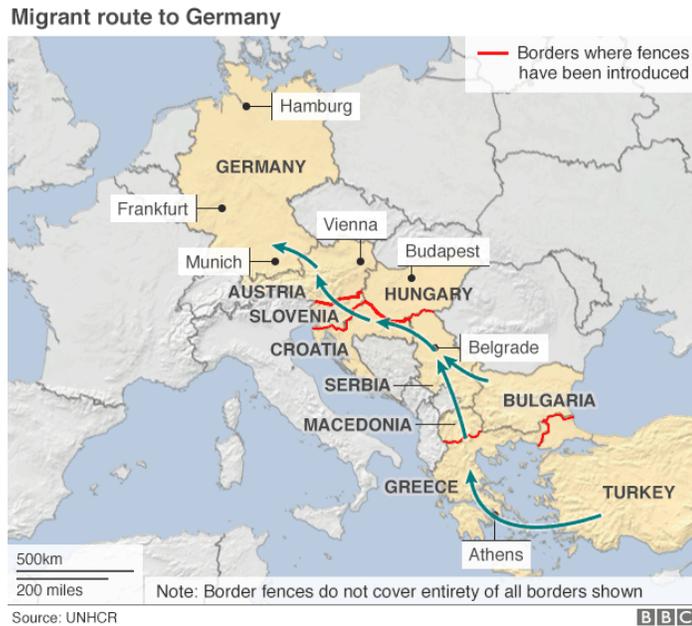
Almost three years ago, Croatia implemented a new action plan that sought to shift the focus of the existing migration policy from security issues to social and cultural effects” (Kuti, 2014). However, Croatia is still only accustomed to providing temporary aid to a small number of refugees. Therefore, when the number of migrants and asylum seekers seeking entry into Croatia grows exponentially, the Croatian government does not have the capacity to house these migrants efficiently. Once the number of people crossing their borders exceeds their capacity, Croatia has taken measures such as closing border crossings in an effort to keep the number of refugees that enter at a number they can effectively handle.

Citizen's Perception of Refugees

Less than forty years ago, many Croatians fled their native country in search of safety and asylum. Hence, it was not long ago that many Croatians were refugees themselves returning to their homeland. Hence, Croatians are somewhat sensitive to the refugee plight. Overall, the majority of Croatian residents view integration positively. According to a report by the European Commission (2015), a majority of Croatian residents “have a positive impression of immigration both of people from other EU Member States and of people from outside the EU” (p. 154). In addition, Croatian residents do not strongly believe that there is a need for stricter immigration laws (European Commission, 2015). In 2013, Croatia compiled two main policy documents to address migrant integration: Migration policy of the Republic of Croatia for the period of 2013-2015 and the Action Plan for the Removal of Obstacles to the Exercise of Particular Rights in the Area of the Integration of Foreigners 2013-2015 (Kuti, 2014). The purpose of these documents was to encourage numerous integration practices through language-learning programs and labor market integration (Kuti, 2014). At the time that the Croatian government drafted these policy documents, Croatia was not experiencing the same migrant crisis evident within the majority of the European Union. Although the European Union experienced a 44-percent increase in asylum seekers in 2014, Croatia experienced a 58-percent decrease in asylum claims (Brenner, 2015). According to Brenner (2015), while many European countries processed tens of thousands of asylum applications in 2014, Croatia only received 450 applications; of that number, 80 percent of asylum applicants left the country before the government processed their applications.

Croatia's limited migrant traffic is due to two dominant perceptions regarded by the public. Refugees and migrants who travel to Croatia often consider the society largely homogeneous. Although the Croatian government attempts to promote diversity, many asylum seekers find it difficult to integrate into a society where “90-percent of the 4.5 million people living there are ethnic Croats” (Brenner, 2015). In addition, asylum seekers are unlikely to remain in Croatia due to the country's poor economic status (Brenner, 2015). Hence, integrating into a poorly diverse country that offers little employment opportunities to immigrants is more of a deterrent to asylum seekers than it is an incitement. Nevertheless, as tensions rise in many neighboring countries of Croatia, the republic has experienced a massive influx. After over 200,000 migrants arrived in neighboring Hungary (86-percent of them submitting asylum applications), Hungary began severe actions to close its borders by constructing a large barbed wire fence (Almasy, Watson, & Wedeman, 2015). As a result, Croatia went from 450 asylum seekers in one year to 13,000 asylum seekers in two days (Almasy, Watson, & Wedeman, 2015). See Figure 1.1 showing how border fences have shifted refugee migration to Croatia (BBC News, 2015).

Figure 1.2 Hungary Closes its Borders



Croatia established its migrant integration plan without anticipating such a rapid surge of migrants. Therefore, a number of the integration services prepared failed to accommodate the number of asylum seekers searching for food, shelter and a place to live. Ultimately, the massive number of migrants entering the country prompted Croatia's Prime Minister Zoran Milanovic to discourage migrants from seeking asylum in the country as of late 2015 because they could no longer accommodate these people. Although the Prime Minister agreed to provide food, water and medical help for migrants crossing their borders, Milanovic asserted that Croatia could not continue to accommodate the large number of individuals seeking asylum (Zuvela & Ilic, 2015).

For those living in Croatia, integration is difficult. Although Croatia has sought to launch a number of language learning programs to help migrants learn the language, Croatia has failed to provide language classes even after the implementation of the country's action plan (Brenner, 2015). Thus, most immigrants in Croatia struggle to find jobs or develop social networks due to their language barriers. The public often perceived Croatia to be a mostly emigration country. However, as neighboring countries close their borders while more citizens flee their native lands in search of asylum, the struggles that Croatia is seeing will only increase. For instance, relations between Croatia and Serbia have grown tense after Croatia closed most of its borders along the boundary it shares with Serbia because of Serbia sending massive amounts of refugees to the Croatian border. Serbia responded by barring all Croatian goods and cargo trucks from entering Serbian borders, which only prompted Croatia to ban Serbian citizens and cars from Croatian territory (McLaughlin, 2015). In addition, tensions between Croatia and Hungary rose after Hungary closed its neighboring borders before accusing Croatia of attempting to smuggle refugees into Hungary (Powell, Calderwood & Pickles, 2015). Although the perception of refugees remains mostly positive, refugees do not often feel welcomed. In one year, Croatia has

seen a drastic shift in migrant entries, and the Croatian government continues its attempt at identifying better ways to accommodate this growing crisis while securing the needs of its own citizens.

Republic of Croatia's Institutional Structures

Although Croatia has experienced a large influx of migrants illegally crossing its borders since 2012, Croatia has seen a 30 percent drop in asylum seekers since 2013 (Barberić, 2015). Nevertheless, Croatia leased a portion of a hotel in Zagreb. The Ministry of the Interior operated the Hotel Porin and decided to convert the facility in 2013 to accommodate the growing number of refugees entering the country. The facility served as a reception and registration center to assist a maximum of about 700 asylum seekers with completing applications, fingerprinting, issuing an identity card and an initial medical examination (Barberić, 2015). Croatia's asylum system follows Croatia's Constitution of the Republic and appoints the Department for Asylum as the organizational unit charged with the initial review and determination of asylum applications. Currently, the Republic of Croatia has established a number of political structures to regulate the introduction of refugees into the country. In 2003, Croatia adopted the first draft of the Asylum Act, which served as a legal asylum system the government used to remain in line with the European Union Directives and the 1951 Refugee Convention treaty standards in order to integrate refugees into society more efficiently (Barberić, 2015). The 1951 Refugee Convention was a multifaceted United Nations treaty that defined the term refugee while establishing the individual rights of migrants granted asylum and the responsibilities of the granting country (Bacaian, 2011).

After its initial implementation, Croatia revised the Asylum Act in 2007 and then added amendments to it in 2010 in order to include provisions such as a guaranteed right to accommodation, work, health, protection, education, preservation of family freedom of religion and the necessity to integrate into society (Barberić, 2015). In addition to granting asylum, the Asylum Act 2007 also addresses provisions in providing subsidiary protection to individuals who do not meet the conditions for asylum but suffer the threat of severe injustice should they return to their country of origin (Barberić, 2015). Hence, one of the goals for the Croatian government in terms of foreign relations is to provide asylum seekers with proper care and legal protection upon reception. However, it is important to note that although the Croatian government has developed legislation to help facilitate the introduction of refugees, Croatia operates under the framework of serving migrants as a transit country rather than a destination for the majority of asylum seekers. Nevertheless, upon granting asylum to those who meet the conditions outlined in the Asylum Act, the purpose of an asylee's guaranteed rights is to serve as the method to aid in a quick and easy integration society within Croatian society (Barberić, 2015).

In addition, in an effort to support asylees further, Croatia entitles asylees to two years of financial accommodation at the expense of the state (Barberić, 2015). According to Croatia (2015), the Social Welfare Center of Croatia provides asylees and foreigners under subsidiary

protection with accommodation for no more than two years, upon request. Once requested, the Social Welfare center offers financial support to asylees and/or foreigners under subsidiary protection for a basic means for life and accommodation, so long as he/she does not possess his/her own financial resources (Croatia, 2015). Furthermore, the State Budget of the Republic of Croatia in accordance with the Social Welfare Center provides the funds for the costs of accommodation (Croatia, 2015). According to the United Nations High Commissioner for Refugees' (UNHCR) the Challenge of integration in Croatia article (2012), refugees qualify for the same amount that qualified Croatian citizens receive in benefits: receive a cash allowance that amounts to "HRK 600 (approx. 100 USD) per month per adult person (the amount per child is smaller). They are also entitled to children's allowance according to the Child Allowance Act (c.400 HRK per child)" (pg. 7). During this time, asylees and foreigners under subsidiary protection must find employment and a place of residence, while being mindful that generally the social assistance is not sufficient to cover the full costs of housing. Hence, many refugees remain at their reception center even after the government has granted them society, essentially shortening their two-year period and the accommodated time they have to integrate themselves into Croatian society (Barberić, 2015).

Despite the established legislation within Croatia, it is still difficult for asylees to integrate into Croatian society. According to the UNHCR (2012), the Croatian refugees struggle to integrate into society successfully due to the lack of a "central body responsible for integration of refugees or a coordination body composed of all relevant ministries tasked to facilitate integration of refugees" (pg. 2). While there is a central location that assists with accommodating refugees' basic needs and initial entry into the country along with a central body tasked with processing applications for asylum seekers, there is no Croatian government agency designated to facilitating the introduction of refugees into society. Henceforth, the UNHCR has developed two programs to complement, and often times replace the assistance efforts of government authorities. The Center for Peace Studies (CMS) and the Croatia Red Cross (CRC) offer direct assistance and psychological care and services to refugees by working with them individually during the integration process (UNHCR, 2012). According to the UNHCR (2012), the CRC utilizes a network of volunteers and serves as a dedicated integration center offering tutoring, language learning assistance, job placement assistance, as well as general information and support. The CRC thrives upon peer-to-peer support by helping new and existing refugees within Croatia. CMS is a Croatian NGO based in Zagreb that focuses on policy advocacy aimed at developing "institutional capacities for integration in Croatia" (pg. 2). In addition, CMS also utilizes a network of volunteers for its work with providing direct aid as well as leading the Coordination for Integration, which is a group of NGOs who assist vulnerable refugees (UNHCR, 2012). Furthermore, the Ministry of Social Policy and Youth helps refugees by providing housing units.

During the 1980s, Yugoslavia recognized ethnic identifications that differed from the Yugoslav national identity as threats. Eventually, a rise in nationalism led to the dissolution of

Yugoslavia, which initiated a variety of complex political issues stemming from a desire to preserve the ideology of the old social order while creating a new order (Povrzanović, 1997). During the early 1990s, there were “six peoples (Slovenes, Croats, Muslims, Serbs, Montenegrins, and Macedonians) and numerous ethnic and national minorities in Yugoslavia” (Povrzanović, 1997, pr. 82). However, the greatest conflict existed between the Croats, the Serbs and Slovene’s political elites (Povrzanović, 1997). Essentially, the majority of Croats wanted to leave Yugoslavia and become its own republic; however, the Serbs, many of whom were Yugoslav Army generals, opposed the secession and wanted Yugoslavia to remain in power (Povrzanović, 1997). Tensions between Serbs and Croats continued to rise after the 1990 parliamentary elections as a growing number of Croats displayed a sudden occurrence of national pride heavily communicated in public rituals, the media images as well as common daily activities—an absolute contrast from their discounted national identity evident during the times of living under Yugoslavian rule (Povrzanović, 1997). Ultimately, the outpouring of Croat pride caused many non-Croat individuals to feel threatened and accept the discourse of the Serbian war propaganda (Povrzanović, 1997). In dissolving the communist rule of the Yugoslavian political party, people wholly embraced their own national identity; hence, the commencement of the Croatian Homeland War 1991-95 (or war of independence)—a war that sought to force Croats out—was inevitable.

Although Croatia was consequently successful in gaining its independent and preserving its borders, there were thousands of Croats and non-Serbs displaced during the war migrating to other countries in search of asylum in order to escape civil unrest and warfare (Solic, 2015). Therefore, many Croatian residents are well aware of the struggles that refugees faced. Despite some residents’ desire to deploy military forces to Croatian borders, Croatian government officials continue to offer support (Solic, 2015). Nevertheless, most migrants use Croatia as a pass-through location as they seek asylum in larger countries such as Germany or Hungary. However, once Hungary no longer desired to accommodate the massive number of migrants crossing its borders, the government chose to take drastic steps toward denying refugees access. In doing so, Hungary built a large razor wire along its border to deter migrants, which resulted in a large surge of migrants crossing in Croatia. While Croatia maintained its stance on not building walls to keep migrants out, political leaders were vocal in expressing the country’s growing inability to manage the large number of refugees seeking constant assistance.

The amended Asylum Act of 2007 gave asylees guaranteed rights similar to the rights of a Croatian resident, many asylees struggle within Croatian communities in terms of acceptance and integration. Croatia’s homogenous environment and lack of competent and established integration state agencies coupled with the country’s poor economic status create a variety of barriers to new and existing refugees. In addition, Nevertheless, many officials lack the familiarity with the civil and legal status of refugees, especially of those granted asylum; hence, they are reluctant to provide them services when they attempt to "open a bank account, notarize statements or sign an employment contract” (UNHCR, 2012, pg. 9). In addition, incidents of

discrimination, racism and hatred of others from another country often present itself in public schools, institutions, and through general interactions with the public. Hence, their Center for Peace Studies (CMS) continues to be a local program that asylees and Croatian residents can rely on in furthering strategies to educate communities about refugees. In terms of community outreach, CMS focuses on social change, peace building, and “civic education and awareness building about racism and xenophobia” (Leach, 2015). In order to increase awareness of refugee issues, CMS partnered with 50 NGOs and remains on the forefront of the Welcome Initiative, which seeks to pursue change in Croatian and EU asylum policy, encourages pro-refugee activism, utilizes media campaigns to raise awareness and sensitivity issues, and provides education in local communities as well as direct humanitarian support (Leach, 2015). In addition, the Unitarian Universalist Service Committee, a human rights organization, furthers CMS’s efforts by offering refugees “immediate humanitarian aid, [raising] public compassion toward refugees, [and counteracting] the threat of xenophobic violence” (Leach, 2015). Furthermore, because Croatia’s government assistance is not enough to help asylees locate satisfactory housing, the Ministry of Social Policy and Youth committed to providing asylees housing units (Barberić, 2015). The Ministry of Social Policy and Youth’s efforts have been successful in decreasing the unfavorable housing circumstances that many refugees face.

Municipal Government’s Role in Community Refugee Introduction

When refugees migrate into a new country, the influx affects local governments first. Therefore, local governments will often appeal for “better coordination at [the] regional level and increased cooperation with the central government” (“Local Governments are the first affected by the refugees influx”, 2015). As addressed by many local government officials, when there is a massive influx of refugees, local governments are challenged with maintaining the safety of the local community, sustaining a clean environment, providing access to drinking water, increasing solid waste collection, improving sewage water treatment measures, and increasing public transportation (“Local Governments are the first affected by the refugees influx”, 2015). Nevertheless, local governments within the southeastern areas of Europe view this influx as an “opportunity to test how ready and sensitive [local governments] are to help” (“Local Governments are the first affected by the refugees influx”, 2015). According to Ruza Veselcic Sijakovic, the mayor of Tovarnik, East Croatia, local government is willing to accommodate refugee introductions; however, they are in need of transport, containers, sanitation, but most importantly, immediate funding (“Local Governments are the first affected by the refugees influx”, 2015). Currently, the majority of funds used to address the refugee crisis derive from local budgets, and it is difficult for local officials to estimate how many more migrants will enter the country. Nevertheless, as the mayor of Njemci, Croatia indicates, Croatia is still willing to provide all of the necessary conditions refugees need to feel as normal and/or accommodated as they would in Western European countries (“Local Governments are the first affected by the refugees influx”, 2015).

In October 2015, the Networks of Associations of Local Authorities of South-East Europe (NALAS) issued a “Statement on Local Governments facing the challenges and impacts of refugee crisis in South East Europe.” According to NALAS’s statement (2015), the role that local governments play in facilitating the introduction of refugees is through the delivery of short-term shelter, food and sanitation, the preservation of public services for current citizens, the discovery of necessary funds to support service delivery, and the ability to communicate with “both the refugees and the local population in a way to avoid tensions and promote solidarity” (pg. 1). Therefore, municipalities are key stakeholders that the central government should maintain consistent communication with in order to prevent limited communication exchanges and a lack of appropriate guidance. Ultimately, NALAS’s (2015) statement appeals to national government to request guidance from national government as well as a “mechanism for multi-level governance” that seeks to give local governments a stronger role in planning, data collection and the mobilization of donor funds (p. 2). Furthermore, NALAS (2015) called for increased cooperation between local governments to ensure support in emergencies, as well as increased cooperation with credible NGOs, citizens and the media.

Hence, local government plays a major role in refugee introduction and welcomes the opportunity to accommodate migrants as well as promote unanimity among Croatian citizens. In regards to refugee integration, several ministries and agencies deal with integration policies and activities within the Republic of Croatia (RoC). The ministries and agencies tasked with managing refugee integration are “coordinated by the Office for Human Rights and the Rights of National Minorities of the Government of the Republic of Croatia” (Kuti, 2014, p. 9). Refugees that are ethnic Croats from neighboring countries are “de facto integrated and have citizenship and equal access to labor market, social system and education” (Petak, Bartlett & Bönker, 2015, p. 13). The Migration Policy covers other groups such as migrants seeking asylum and subsidiary protection. Moreover, the Asylum Department of the Ministry of Interior is an administrative authority specialized in decision-making in procedure for international protection. Croatia has a single asylum procedure covered by the Migration Policy. During this process, the Asylum Department examines whether the applicant will be eligible for refugee status or subsequent subsidiary protection (Tučkorić & Novak, 2015).

NGOs’ Role in Community Refugee Introduction

Without a central body tasked solely with refugee introduction, Croatian government often relies on nonprofit organizations and NGOs to accommodate the needs of local Croatian communities. As expressed by Croatian city mayors, the European Union has been slow and inadequate in its response to the refugee crisis plaguing many European countries. Thus, in late 2015 “nongovernmental organizations organized [a] peaceful protest on the European Square in Zagreb and expressed their dissatisfaction with the [...] European Union” (Pavlic, 2015). At that time, NGOs such as Activists from the Base for Workers' Initiative and Democratization, Centre for Peace Studies, the Society of Africans in Croatia, No Border Initiative, KOMA Association,

Right to the City Association, Zagreb 041 Football Club and Green Action came together to express their concerns with the humanitarian crisis (Pavlic, 2015). It was important for these NGOs to the public and the EU that they were welcoming of refugees and against inhuman immigration laws that sought to close refugees out of finding asylum.

The objectives of non-state actors are to provide services and assistance to asylum seekers, refugees and persons under subsidiary protection. Examples of non-state actor services are cultural orientation, education, housing, learning the language, providing contacts and resources, providing legal advice and psychological assistance (Kuti, 2014). NGOs supplement state actors with services that relate to the integration of migrants seeking asylum and programs implemented in partnership. Croatia's migrant Action Plan specifically states that the role of civil society organizations "is particularly important in terms of providing assistance to refugees and subsidiary protection beneficiaries of different cultural and religious affiliations" (Kuti, 2014, p. 11). For instance, many Croatian refugees have utilized the services of the non-governmental organization Jesuit Refugee Service (JSR). Although, the JSR is based in over 50 countries, in Croatia specifically, JSR further its mission to "serve and advocate for refugees and forced migrants" by offering "educational services and emergency aid to forced migrants in the Kutina reception center in Zagreb" (Stapleton, 2013). As of December 2015, volunteers from JRS South-East Europe have worked in Slavonski Brod distributing food and hygiene packs during the reception of refugees to the camp ("Volunteers find joy and gratitude helping refugees in Croatia", 2015).

Most commonly, local communities in Croatia receive a great deal of service from the Centre for Peace Studies (CMS). For example, because of the language barriers that exist between many migrants and current citizens, CMS offers refugees and asylees Croatian language lessons (Kuti, 2014). In addition, to bridge the communication gap between refugees and state and local officials, the dedicated volunteers at CMS offer asylees and asylum seekers opportunities to attend public events, legal advice in conjunction with the Zagreb Faculty of Law, as well the everyday contacts of various state institutions (Kuti, 2014). Similar to the Zagreb's Faculty of Law Legal Clinic services, the Croatian Law Center also provides free legal aid to asylum seekers in an effort to advocate for "higher standards of protection, [as well as monitor] and [implement] training programs for police officers in the protection of human rights and access to the asylum system" (Kuti, 2014, p. 11). Furthermore, the Association for Africans in Croatia is an organization that is "dedicated to promoting African culture, tolerance and the integration of Africans in Croatia" (Milekic, 2015). In order to help integrate the growing number of Africans who cross Croatian borders the Association for Africans in Croatia organizes festivals, seminars and workshops while taking the time to visit Croatian schools in order to change the stereotypes that many people have about African migrants (Milekic, 2015).

Government's Collaborative Role with NGO's in Local Refugee Integration

Collaborative governance consists of crossing jurisdictional, organizational and sector boundaries in order to collaborating with other entities external to the central authority in order

to solve public problems and create public value (Morse, 2010). According to Emerson, Nabatchi and Balogh (2011), in order for government to be more effective and democratic, public officials must be willing to incorporate public involvement and civic engagement into their government practices. Through collaborative governance and deliberate democracy, Croatia can create avenues for citizens and refugees to exercise their voice through a more citizen-centered government founded in “greater levels of transparency, accountability, and legitimacy” (Emerson, Nabatchi & Balogh, 2011, p. 4). For the first time, the Office for Human Rights and the National Minorities of the Government of the Republic of Croatia became the first governmental agency in Croatia to take on the role of the chief coordinator, which leads to “future coordination among different stakeholders” (Kuti, 2014, p. 12). Hence, the Republic of Croatia developed the Permanent Committee for the Implementation of Alien Integration, chaired by the head of the Office for Human Rights and National Minorities of the Government and consists of assistant ministers to identify integration problems and remove “barriers in achieving individual rights in the area of alien integration into the Croatian society” (Universal Periodic Review, 2015). Additionally, the committee will consist of working groups responsible for collaborating with the ministries accountable for education, health, labor, housing, universities, the Croatian Red Cross and the civil sector (Migration Policy of the Republic of Croatia for the period 2013 – 2015, 2013). These Working Groups will meet and identify migration and integration issues that may arise and report these findings to the Government of the Republic of Croatia.

If Croatian government officials improved their brokering skills and employed the advantages of collaborative governance with other third party agencies effectively, both refugees and citizens could reap the benefits of a maximized effort for service delivery and societal integration. For instance, Croatian government has recognized its increasing inability to accommodate the growing number of refugees without assistance. Therefore, Croatian officials adopted a Protocol on conduct, which allows the Ministry of the Interior to improve its coordination with social welfare centers in order to secure accommodations for asylees as well as aliens under subsidiary protection (Universal Periodic Review, 2015). In addition, Croatia established a new location for the Reception Centre for Asylum Seekers to serve as the central facility appointed to receive and serve migrants and asylum seekers. In order to provide medical care, the Reception Center will cooperate with the Croatian Red Cross to provide psychosocial support and assistance to vulnerable groups (Migration Policy of the Republic of Croatia for the period 2013 – 2015, 2013). Subsequently, Croatian government officials understand that the development of a legal framework is not enough to foster successful integration into Croatian society. In order to develop a culture for improved public-private partnerships and decreased xenophobia, Croatian officials recognize the importance of building a relationship with media channels in order to launch proactive public campaigns steered toward employers’ associations, large private companies, and employee mediation companies (Migration Policy of the Republic of Croatia for the period 2013 – 2015, 2013).

The Border Monitoring Project was a mechanism that Croatia and the UNHCR used to monitor the results of an integrated border management system that sought to provide access to territory and uphold high safeguard standards and fundamental human rights (+Border police heads meet to discuss the protection sensitive border management project”, 2013). Under the Border Monitoring Project, the Government of the Republic of Croatia collaborated with the UNHCR and various NGOs, to allow persons in need of international protection the “respect of the principle of non- refoulement [pushbacks] and access to the territory and asylum procedures” (UNHCR, 2014, p. 3). In the past, there were no reports of refoulement (push -backs”) at the border but as of November 2015, with the start of the refugee crisis, a new practice of separating migrants from others who are from war-torn countries had surfaced causing a risk of refoulement (Tučkorić & Novak, 2015, p. 19).

Although Croatian leadership has voiced its concern with managing the growing number of immigrants crossing its borders, Croatia constantly strives toward developing policy that seeks to incorporate the needs of refugees and asylum seekers. The UNHCR in partnership with the Croatian Red Cross (CRC) conducted a participatory assessment of Croatia’s refugee crisis in order to gain a better “understanding of the problems faced by refugees and persons granted subsidiary protection” (UNHCR, 2012, p. 1). Another collaborative initiative to assist Croatia’s government in locating satisfactory housing for refugees and asylees is the development of the Regional Housing Program (RHP) headed by the Ministry of Social Policy and Youth (MSPY, 2014, p. 27). The RHP is a joint initiative of countries in the region (Republic of Croatia, Bosnia and Herzegovina, Montenegro and Republic of Serbia) and international players, including the European Union (EU), United States of America (USA), UNHCR, and the OSCE). The primary objective of the program is to provide permanent housing for refugees, returnees and displaced persons. (p. 27). The RHP allows for the improvement of housing standards for vulnerable groups by the reconstruction of houses for refugees. The program improves the housing standard by providing housing for refugee, and eliminating the spatial segregation of social housing. In addition, the program ensures the access to utilities such as water, gas and electricity. Thus far, the MSPY have been successful in decreasing the unfavorable housing that many refugees face. (p. 28).

Recommendations

When considering immigration policy and integration policy, Croatia should seek to be transformational in nature. Croatia is not accustomed to the large amounts of migrants crossing its borders on a daily basis. In addition, Croatian communities are not used to processing the increasing amount of asylum seekers that it has been in recent years. Although Croatia is welcoming of migrants and willing to facilitate the needs of migrants, Croatia recognizes the limited capacity that it has to accommodate refugees effectively. Moreover, national officials must refrain from approaching this refugee issues as a temporary problem with a small impact to the current Croatian culture, as more refugees are seeking to call Croatia home. Nevertheless, Croatia’s homogenous culture sparks resistance at various levels of integration. According to King and Beeby (2008), transformational

change, however, seeks to preserve the core values of an organization while shifting the overall perception of the people as well as the organization. Thus, Croatia should take a more proactive and consistent role in changing the cultural dynamic evident in Croatia in order to make refugee integration smoother and rooted in Croatian practices.

Croatia's current migration policy discusses initiatives to incorporate collaborative governance with NGOs and other governmental agencies. Nevertheless, the policy fails to outline the steps the government will take in order to identify valuable partners, build relationship capital with these partners and sustain ongoing relationships with these partners in the future. Therefore, it is recommended that upon assessing any gaps evident within the current refugee introduction process, Croatia identifies responsible parties that can assist asylees and asylum seekers at the local level. According to Morse (2010), in order for collaborations to be truly successful, government officials must be proficient in sustaining "commitment through inevitable conflicts and setbacks [as it] eases friction and facilitates the assemblage of common interests with fewer incidents of friendly fire" (p. 439). For example, when Serbia banned Croatian goods from crossing its borders due to Croatia closing most of its borders, Croatia failed to facilitate the assembly of common interests between the two countries, which led to a mutual lack of trust (McLaughlin, 2015). Eventually, the ineffective relationship building skills that Croatia exhibits will lead to the deterioration of the relationship between existing Croatian citizens and government agencies who may become unable to provide public services and add continued public value.

Local government officials have cited inadequate funding as a hindrance to their capability to aid in refugee introduction. A few years ago, Croatia suffered from the European economic crisis, which continues to encumber Croatia's employment rates and development. According to Bakarić, Šimović and Vizek (2014), "52 percent of all municipalities are located in areas of the country that are either underdeveloped" (p. 286). In addition, a number of Croatia municipalities either rely heavily on state aid or spend a majority of its budget on municipal employees or non-public goods (Bakarić, Šimović & Vizek, 2014). Therefore, in order for local governments to sustain its support of refugees, local government units need to increase their level of fiscal autonomy greatly. As discussed by Vining (2016), a fiscally autonomous government faces low political influence, are often self-financed through user taxes and low rivalry.

In Croatia, research has shown that political influence as well as unequal distribution of central government aid and an unequal level of fiscal capacity among Croatian municipalities contribute to Croatia's poor economic stability (Bakarić, Šimović & Vizek, 2014). Therefore, central government should focus on bringing stability to local government infrastructure in order to support fiscal autonomy. Although Croatia may not be as popular as other countries within the European union, "tourism and hospitality [...] contributes significantly to the Croatian economy, and needs to be developed in the future" (Ivanovic, Milenkovski, & Miložica, 2015, p. 299). Therefore, central government should consider expanding its budget to improve development in underdeveloped municipalities, including local officials in the planning process, and concentrating on "developing incentives indirectly connected to conservation" (Mackelworth,

Holcer & Fortuna, 2013, p. 132). By increasing local government units' fiscal autonomy, local officials can use these additional resources to rebuild its economic status, continue provide public and private services to citizens and tourists and inevitable generate income to provide basic services to the growing number of refugees in need. According to Aiyar, Barkbu, Batini, Berger, Detragiache, Dizioli, Ebeke, Lin, Kaltani, Sosa, Spilimbergo and Topalova (2016), the fiscal cost of asylum seekers has grown from 0.2% to 11% in just two years. Hence, funding initiatives are crucial to any positive refugee introduction plan for Croatian migrants.

The last recommendation for Croatian local initiatives is to engender trust among the public by addressing public issues. For example, in recent years, studies have shown that a majority of Croatian citizens do not trust the government's ability to address corruption, especially in reference to police integrity (Ivković, 2015). A lack of a trust in such an important public service can translate poorly to refugees, especially when Croatian authorities station many police officers at refugee reception centers. When citizens and asylees posit an active distrust in government, this can result in a shift in the public behavior that can negatively affect policy implementation, voting behavior, public service use and tax paying (Van De Walle & Six, 2014). Furthermore, initiating policies that increase transparency launch anti-corruption legislation and create more avenues for politicians and citizens to be more interactive may have short-term benefits that reduce levels of distrust in government but it does not always initiate active trust in citizens. Although public perceptions for Croatian government steadily improve, it is critical that local initiatives seek to institutionalize "controls that limit the opportunities to benefit from positions of power" (p, 171) when embarking upon directives that may affect citizens' way of life (Van De Walle & Six, 2014). Ultimately, Croatia needs to illustrate that it can address the needs that affect current citizens as well as the needs of its refugees in a mutually beneficial manner.

Local officials in Croatia are interested in helping asylees and asylum seekers with cultural introduction; however, their major concerns rest in the lack of funding many local governments have in their budgets to support capacity building. Therefore, in order for local governments to achieve the goals previously addressed, municipalities need to invest in leadership that values relationship building and boundary-spanning, particularly in areas that are known to acquire funds, promote fiscal autonomy, and facilitate commitment among national and state leaders. In addition, many times administrators design collaborative initiatives as a way to manage community needs as opposed to building meaningful relationships within the community that are mutually beneficial. Therefore, leaders should consider and appreciate the knowledge of its citizens in order to address the imbalance evident amongst many disadvantaged community members. Henceforth, public leaders should strive to serve as change agents within government and the public by building better relationships with external parties equipped to attend to the needs of the citizens as well as refugees.

According to Van Der Waldt (2010), when leaders in municipal leadership begin a project, they must first clarify the project upon conception by outlining the roles and responsibilities of involved parties, the establishment of best practices for project management, the methodology for design, clear reporting arrangements and key deliverables to measure project performance. Ultimately,

however, upon conclusion municipal leaders should be able to review the effectiveness of key deliverables and identify whether the project is able to move on to the next phase (Van Der Waldt, 2010). In order for a project to be successful, leadership in local government must be knowledgeable of policy and fiscal implications while be able to influence other parties. Hence, it is critical that during the onset of a project that seeks to improve refugee introduction, municipal leadership engage in meaningful discourse and detailed planning in order to minimize the lack of fruition in the future. Therefore, leadership within municipal governments requires transformational and vision-oriented goals that strive to create long-term commitments among nonprofit organizations and NGOs, community leaders, and central government. In addition, municipal leaders should recognize the impact that political influence has on the decision-making process and use this information to develop more knowledgeable and boundary-spanning abilities.

Furthermore, leaders must recognize the value of offering municipal support to social entrepreneurs who can bring resources to communities in need. Social entrepreneurs are often third-party entities that take the initiative to address important social problems that affect local communities (Korosec & Berman, 2006). Coordinating with social entrepreneurs can assist municipal leaders with the refugee introduction process because it gives local leadership the opportunity to focus their energy on matters that they might not have otherwise addressed. For instance, private institutions can incorporate “considerable innovation and experience, and nonprofits are regarded as cost-effective service providers” (Korosec & Berman, 2006, p. 449). Local leaders can support social entrepreneurs’ efforts to increase community awareness on social matters by participating and/or coordinating in public forums, reaching out directly to the public, as well as providing them with pertinent data to aid in data-analysis and future resource developments (Korosec & Berman, 2006). In addition, providing support to private and nonprofit organizations is an advantageous way to build relationship capital as it creates additional opportunities for future public-private partnerships and deeper commitments among community leaders.

In Europe, central government typically views the role of local government as a mechanism for providing public services to cities. Since local communities are the initial and often times primary resource for refugee reception, training programs for municipal governments in Croatia should shift its focus to community leadership. According to Hambleton (2007), by focusing on community leadership, municipal leaders can extend themselves beyond service delivery and “embrace a concern for the overall well-being of an area” (p. 165). Thenceforth, municipal officials need to be facilitative with social entrepreneurs, community members and third parties in an effort to influence the decision making process and improve the overall quality of life for citizens as well as refugees (Hambleton, 2007). Rather than developing a community that operates through the trade of passive citizen participation through public service use, a facilitative leader can building a bonding process that advances a “shared approach to vision building” (Hambleton, 2007, pg. 169). Hence, Croatia should consider the importance of effective relationship building and transformational leadership. When Croatian leaders embark on a change, their plan for change should consider the effective use of coalitions, public as well

as agency support and the establishment of realistic goals early on in an effort to minimize conflict along the journey toward completion. Moreover, one of the largest barriers that challenge refugee integration is language. In addition to communication channels that reach community partners, it would also be ideal for municipal leaders to build relationships with asylees from various countries who can help bridge the gaps created by language disparities.

In addition to relationship building skills, municipal officials must also understand the importance of communication delivery. According to Morgan (2015), when governments constantly change policy and response to refugee needs, it makes it increasingly difficult for community partners to plan an effective assistance process. As the processes of government change, so do the needs of refugees; hence, it can be harmful to volunteers of many nonprofit organizations to know what resources they have available to assist the growing number of refugees. An active flow of communication between central and local government officials that also flows through the communication channels that third-party organizations use can help alleviate many of the challenges faced by NGOs. Many volunteers and other community partners lack the appropriate training to manage the needs of the public; thus, when they receive the support of government officials through active lines of communication that keep them informed, community cohesiveness can be achieved (Morgan, 2015).

Conclusion

One of the functions of the EU is to abolish the border controls between member states and facilitate an easy process for migrants seeking safe and prosperous environments. In addition, the EU aims to promote human rights throughout Europe and cultivate transparent and democratic institutions within all member states (European Commission et al, 2014). Although the European Union has been accused of handling the refugee crisis poorly, many European countries are taking proactive steps toward a solution and seeking the support of the public, neighboring countries and the EU. Recently, when migrants cross Croatian borders, local authorities treat the impact on Croatian capacity limits as a temporary problem, assuming that the majority of these migrants will continue to treat Croatia as a transit country and leave soon after care is given. According to Morgan (2015), “the migrating population is relying on receiving long-term and [specialized] care at their planned European destination” (p. 2042); therefore, Croatian government officials must recognize the long-term effects this migration will have on its economy as well as its communities. Ultimately, communication must be a unifying theme within the public and central government. Long-term strategic planning that involves the training of government leaders as well as community partners is essential as the needs of the public must not only be addressed but also communicated properly so that public needs are addressed appropriately.

Recently, Croatia embarked on another collaborative approach, which can be seen in an article published by Pavlic in January 2016. The article revealed that on January 1, 2016 Croatia and Slovenia implemented a new set of safety procedures for refugees coming from Serbia.

Before the refugees can be transported to Croatia and ultimately Western Europe, Serbia must submit a list of refugee names and country of origin. In addition, the train must not go over 940 people in order to reduce possible incidents (2016, p. 1). This procedure is an example of collaboration between two countries to ensure the safety of refugees in transition. To date the Croatian government has taken small steps toward a collaborative approach as they are working toward coordinating with other countries, various stakeholders and non-government agencies to help with integration and temporary refuge for refugees. As the crisis deepens, 569,525 refugees have passed through Croatia as of February 2016 (Pavlic, 2016, p. 1). Although Croatia has made progress toward a resolution to the refugee crisis, it does not provide a viable solution that includes governmental agencies at the local grass roots level. The hope of this paper was to provide an educational aspect of best practices that could be implemented in collaboration with NGO's, local and national government, and interested stakeholders in order to provide a safe, and respectful transition for refugees and asylees

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Refugee Country Reports: Germany

Municipal Government Response

Cait Olson and Milo Zonka

University of Central Florida

Germany Introduction

Many countries in Europe have been facing a humanitarian crisis, as millions of refugees flee their native countries in search of safety in Europe. Germany is one nation that has experienced an influx of new asylum seekers over the past few years. Because of their initial open-door policy Germany has received large numbers of refugees and asylum-seekers, and is now grappling with how to manage the challenges and dimensions brought about by the abundance of newcomers.

Because of the conditions from which they are fleeing, there is a strong likelihood that many refugees will become long-time residents of Germany, and therefore efforts must be taken to help them integrate into their new society (OECD, 2016). Apart from immediate concerns such as accommodation and processing challenges, Germany also needs to focus on how to incorporate these newcomers into the labor market and other aspects of the cultural, social, and economic environment in a proactive and equitable manner. Striving to do this will help Germany to be able to be realistic and future-oriented about how to manage diverse needs and guide integration for all their residents.

Background Information

Trends and predictions for refugee introduction

At the current German birth rate of 1.4 per couple (versus 2.1 per couple needed to maintain a stable population), by 2050 Germany could shrink by 16%, from the current 82 million residents to 69 million residents (Bristow, 2013). To put that in perspective, the current population of Germany's 10 largest cities is 10.93 million (Largest Cities in Germany, n.d.). Immigration is thus important for Germany if they are going to maintain stable population projections. In mid-2014 Germany was struggling with a workforce deficit that is expected to continue to worsen, and across the nation there were 117,000 unfilled jobs in science, technology and engineering (Smale, 2014). Projections show that an aging workforce will lead to almost a million workforce vacancies by 2020 (Smale, 2014). Faced with analyst estimates that worker shortages will cost the German economy \$40 billion per year, Germany wisely positioned itself as open to immigration over the last several years (Obermuelle, 2014).

In 2012, immigrants in Germany made up around 9.1% of the population (The Truth about Immigration & Foreigners in Europe, 2015). In 2013, Germany had the largest number of immigrants out of any EU nation (Migration and migrant population statistics, 2015). Since the beginning of 2015, Germany has taken in over 1 million humanitarian migrants, which is the largest proportion that has been accepted by any nation in the European Union (Sharkov, 2016). In August 2015 there was a decision that allowed Syrian refugees to remain in Germany seeking asylum regardless of which EU country they had originally entered and been registered in (Reuters, 2015). Normally, according to the Dublin Regulation, the EU state to which the asylum seeker first enters and is fingerprinted is the state responsible for that refugee (Asylum statistics, 2015). This change in regulation was seen as part of the reason for the influx of refugees, along with other push and pull factors.

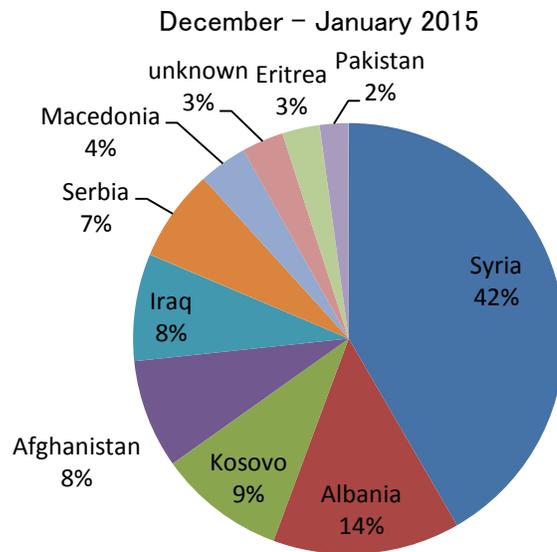
In the year 2014 Germany made 128,911 asylum decisions about refugees entering the country (BAMF, 2016). Out of these, refugees were given protection status in 48.5% of the cases

(BAMF, 2016). In 2015, Germany made decisions on 282,762 asylum applications with a 49.8% protection rate (BAMF, 2016). Certain groups of refugees, including Syrians, had recognition percentages in the 90th percentile (BAMF, 2016). This illustrates that between 2014 and 2015, the number of decisions made regarding asylum applications more than doubled.

In 2015 applicants for asylum in Germany had the highest rates of success from the origin countries of Syria (96%), Eritrea (92%), and Iraq (89%) (BAMF, 2016).

The migrant crisis reached new levels through the summer and fall of 2015 as migrant

German Asylum Applications by Country of Origin



numbers increased drastically. Asylum seekers in Germany increased from nearly 26,000 in May 2015 to a high of 57,000 in November 2015 (BAMF, 2016). This doubling put increased pressure on the institutional processes that handled refugee registration and introduction.

Figure 1: German Asylum Applications by Country of Origin, 2015

Evolution of public perceptions of refugees in Germany

The public perception of refugees and migrants in Germany began as predominantly positive, but recently has become more negative in light of crimes committed by migrants in Cologne and other locations. German society is becoming more and more divided over the refugee issue (ARD, 2016). Public opinion polls have shown increasing anxiety over Germany's immigration policies and the migrant crisis (ARD, 2016; Smale, 2015).

Anti-immigration violence and rhetoric, such as the stabbing of a government official in Cologne, have some Germans concerned (Smale, 2015). Germany has the highest reported instances of violence against migrants or agencies that work with migrants out of any other European nation (Smale, 2015). While the initial euphoria of the open door policy was supported by many Germans, the realities of integration are now causing concern and frustration (Connolly, 2015).

Additionally, there has been a rise in untrue news stories circulating on social media, attempting to incite anti-immigration sentiments (Bartsch & Clauß, 2016). Many readers do not bother to confirm the authenticity of the things they read online, and thus anti-immigration attitudes are being fueled by both true and untrue news stories. This can have a distinct impact on public perceptions of refugees.

The German right-wing party Alternative for Germany (AFD) has been gaining popularity in recent months, and they are becoming increasingly known for their anti-immigration stance (Sharkov, 2016; Huggler, 2015)

German Chancellor Angela Merkel has been known for her open door policy in regards to the refugee crisis. Amidst mounting concerns and criticism, recent compromises have imposed more regulations and restrictions regarding refugees and asylum seekers (Huggler, 2015; Schwarzer, 2016). According to a poll by public broadcaster ARD, the popularity of German Chancellor Angela Merkel has taken a dip in recent months as a result of the migrant issue (Sharkov, 2016). In April 2015 her approval rating was at 75%, and by January 2016 it had dropped to 46% (Sharkov, 2016). The poll showed that nearly half of German's felt the migrant situation was not in control and were doubtful the crisis could be solved (ARD, 2016; Schwarzer, 2016).

In response to shifting attitudes and large numbers of migrants, Germany has made some changes to their immigration and asylum policies in recent months (Huggler, 2015; Schwarzer, 2016). Many of the policy changes are meant to discourage economic migrants from entering the country, so that resources can be directed towards true humanitarian refugees who have need of asylum (Huggler, 2015). Expanding the list of “safe countries”, or places that can be reasonably assumed to be safe for their residents, has led to some decreased immigration.

Additionally, the terrorist bombings in Brussels in March 2016 have caused Europe's stance in general to turn towards security and, in some regards, away from openness for refugees (Alderman, 2016). Border closures and an EU deal with Turkey have led to drastic decreases in the numbers of migrants coming along the Balkans path to Germany, which has over the last few years been the more popular migration route (Alderman, 2016). Because of the overall shift in attitude towards migrants and worries about security it is expected that migration patterns to Germany will slow, as Germany instead begin to grapple with the new reality of integrating thousands of newcomers into society.

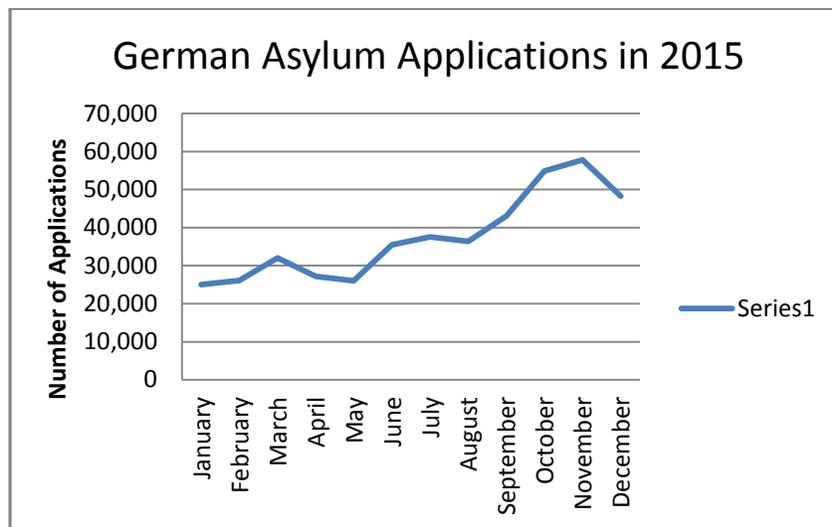


Figure 2: Numbers of German Asylum Applications by Date, 2015

Introducing Refugees into Germany

Institutional structures and national programs/ strategies that regulate introduction of refugees

There are a variety of structures and national programs in place to help regulate the introduction of refugees into Germany. The federal authority in charge of decision making in regards to refugees seeking asylum in Germany is the Federal Office for Migration and Refugees (BAMF). Some of these structures, procedures, and strategies have changed as the numbers of people seeking refugee status in Germany have swelled (Rentsch, 2016).

Refugees entering the country as asylum seekers have, in the past, been required to fill out an application to be approved before being able to leave the initial reception centers where they are accommodated. Because of the huge influx of newly arriving refugees during the years of 2014 – 2015 however, the Federal Office for Migration and Refugees (BAMF) has been unable to keep up with processing applications (Kalkmann, 2015). As a result, many asylum seekers are now registered on a preliminary basis and receive a document acknowledging that they have applied for asylum, even though their application has not yet been processed.

After receiving this document, they are sent to an initial reception center or to one of the many emergency shelters or accommodation centers peppered throughout Germany (Kalkmann, 2015; UNHCR, 2015). Applicants go to the reception center that they are allocated to, and thus newcomers are distributed throughout the country (BAMF, 2015). Legally they are required to stay at these reception centers for period of 6 months, although the increased numbers of refugees has led to the formation of unofficial initial reception centers and emergency accommodations as well (Kalkmann, 2015). Each state has at least one reception center, and as of November 2015 there were 39 designated centers in Germany (Kalkmann, 2015). The influx of applicants has led to slow processing times, and often refugees have to wait months before their application for asylum is registered, and even longer for a decision to be reached (Kalkmann, 2015). In October 2015, there were more than 425,000 new arrivals that were waiting for their asylum applications to be registered (Kalkmann, 2015).

Average Length (Months)	2012	2013	2014	Jan-Jun 2015
Serbia	1.9	2.1	4	3.7
Afghanistan	9	14.1	13.9	12.1
Syria	6.5	4.6	4.2	4.2
Iraq	5.6	9.5	9.6	7.7
Iran	9.4	13	14.5	N/A
Pakistan	7.5	15	15.7	13.1

Table 1: Average Wait Times for Asylum Seekers, 2012-2015

The table above shows the average length of time that refugees wait for a decision to be made regarding their asylum status, by country of origin. There is great variation in terms of length of wait depending on a variety of factors. At times refugees from certain countries have been given priority status, resulting in shorter wait times for these groups. Additionally short wait times can be seen from groups that are from countries on “safe” lists, since most of these

applications are considered unfounded. The average time for processing asylum paperwork over the last 4 years has been anywhere from 5-7 months (Kalkmann, 2015).

After paperwork is processed and the status of refugee is either approved or the requirement of 6 months at a reception center is met, asylum seekers are moved to collective accommodation centers. The asylum seekers are required to remain in the city they are sent to for the entire refugee procedure (Kalkmann, 2015). The federal government distributes and accommodates asylum seekers within all territories, often giving responsibility for the details of accommodation to the city, an NGO, or private companies to handle (Kalkmann, 2015). The German Asylum Act outlines that most asylum seekers should be accommodated in collective accommodation, but this varies greatly from one region to another (Kalkmann, 2015). Many are also housed in decentralized accommodations.

Decentralized accommodation is also used to accommodate asylum seekers and refugees. While this method was preferred in the years prior to 2014, the influx of refugees has made individual accommodation in apartments and homes difficult for many states (Kalkmann, 2015). Those whose applications have been processed are much more likely to be accommodated in decentralized housing, but there is a shortage of decentralized housing available (Kalkmann, 2015). Since many German states do not have sufficient accommodation centers for refugees, many are also housed in emergency and unofficial accommodation centers (Kalkmann, 2015). These are meant to be temporary until additional housing becomes available.

Germany has established these emergency or temporary shelters to help accommodate the influx of refugees in 2014 and 2015 (Patterson, 2016). These temporary or emergency shelters can include gyms, airports, schools, warehouses, and other buildings as well as tents. Because of the large numbers of migrants coming into the country, many have to wait long periods for their applications for asylum to be processed (Patterson, 2016; Kalkmann, 2015). The increase in asylum applications has turned out to be a challenge both for the governments at both the federal and local levels.

State/ Region	Number of Recipients	Type of Accommodation		
		Initial Reception Centers	Collective Accommodation	Decentralized Accommodation
<i>Baden- Wuttemberg</i>	38,531	0	27,055	11,476
<i>Bavaria</i>	45,396	6,033	17,096	22,267
<i>Berlin</i>	24,607	3,521	9,929	11,157
<i>Lower Saxony</i>	36,591	2,006	5,776	28,809
<i>North Rhine- Westphalia</i>	86,358	16,568	38,812	30,978
<i>Germany (total)</i>	362,850	45,176	147,689	169,985

Table 2: Accommodation of Recipients of Asylum Benefits by Federal States (selected) through Dec 2014

Normally, a portion of the asylum-seeking process involves an interview that takes place through an interpreter, as required by law (Kalkmann, 2015). However, in 2015 both Syrian and Eritrean asylum seekers, as well as ethnic minorities from Iraq were allowed to forgo the interview process in favor of a written procedure, designed to speed up the application process for those people who have good chances of being given refugee status (Kalkmann, 2015). The questionnaire given allows for those with positive decisions to move forward with the process more quickly, while those who require more in depth examination are given an additional interview (Kalkmann, 2015). The written method helped German authorities to process the influx of asylum applications in 2015 in a much shorter timeframe, helped by the 4 centers (Berlin, Mannheim, Nurnberg, and Bonn) established that year to deal with written procedures (Kalkmann, 2015).

However, there has been recent dissatisfaction with these new handling procedures, with complaints that they are unconstitutional and do not vet applicants enough (News Directory, 2015). There are worries that not enough checks exist to ensure that asylum applicants are who they claim to be, and that in person interviews are necessary to prevent abuse of the system. This comes at the heels of European terror attacks, which have made some Germans nervous about welcoming in large numbers of foreigners (Alderman, 2016). Europe in general has shifted its focus more towards security and thus tighter migration policies, as many conflate refugees with crime and terrorism (Alderman, 2016; Smale, 2016).

Overall, asylum application and registration procedures have been influenced by the huge surge in migrants coming to Germany. The system functions and follows the basis premises laid out by the law, but much of the system as legally outlined is struggling to be maintained (Kalkmann, 2015). The country has had to change some of their approach as numbers increase faster than accommodation. This is clearly illustrated by the use of emergency accommodation centers and the moving of asylum seekers away from initial reception centers before their application has been registered.

There are several strategies that Germany has recently implemented in order to help regulate the flow of asylum seekers in the country. One strategy that Germany has undertaken is to expand their list of safe countries of origin, and establish rules against accepting refugees from these locations. Safe countries of origin are those countries where there is no persecution, inhuman or degrading treatments, and thus applications from these countries are generally considered unfounded, without sound proof otherwise (Kalkmann, 2015). In 2014 and again in 2015 Germany updated and expanded this list to include several more countries (Serbia, FYROM Bosnia-Herzegovina, Albania, Kosovo and Montenegro), thereby decreasing the numbers of refugees coming from these locations drastically (Kalkmann, 2015). This strategy allowed them to focus more attention on the great numbers of refugees coming from war-torn areas, and accelerate the processing of asylum applications.

Recently a second Asylum Package put into effect more restrictions to the asylum process, one of which was an accelerated decision-making procedure for people from countries of safe origin (Asylum Information Database, 2016). This allows for the process to be expedited by BAMF for those who are unlikely to be granted asylum because of their national origins. Safe countries of origin now include Albania, Bosnia-Herzegovina, FYROM, Ghana, Kosovo,

Montenegro, Senegal, and Serbia; Algeria, Morocco and Tunisia are going to soon be added to the list as well (Asylum Information Database, 2016).

Additionally, the Asylum Package passed into law also put into place another restriction on the German asylum system (Asylum Information Database, 2016). This restriction introduces a minimum limit of two years before refugees can apply for family reunification, which will additionally delay the influx of asylum seekers into the country (Asylum Information Database, 2016). One other recent notable decision was to temporarily suspend the Schengen Agreement and reinstate border control on the border of Austria and Germany, in order to better manage the inflow of migrants into the country and increase safety (Asylum Information Database, 2015). This policy helped regulate the introduction of refugees into Germany.

Another broad strategy that has been employed to regulate the flow of migrants into the country comes from the closing of the most popular migration route to Germany through the Balkans. With the Balkan states closing their borders, there has been an imbalance in the distribution of refugees across Germany (Patterson, 2016). The decision strongly affected immigration into Germany, since many of the migrants traveling to Germany come through the Balkans route from Turkey. Additionally the border closings led to a massive hold up in Greece (Alderman, 2016).

The crisis in Greece came about because of the Balkan countries decision to seal off the migration route through their territories to Western Europe (Patterson, 2016). This led to a bottleneck in Greece as many crossed over from Turkey only to find the popular route to Germany closed (Alderman, 2016). An agreement between the EU and Turkey regarding border crossing into Greece takes effect in April 2016, and will send migrants back to Turkey who crossed over after March 20th (Patterson, 2016). Because of this agreement, the flow of migrants from Turkey to Greece has plunged from thousands a day to mere dozens (DW News,

2016). This in turn greatly slows the influx of asylum seekers to Germany. This deal was passed in an effort to dissuade asylum seekers from coming over from Turkey, and is very controversial, as many feel it does not follow international laws regarding refugees (Alderman, 2016; Migrant crisis: BBC News, 2016). While this is more of an international strategy to end irregular migration patterns and spread the responsibility more evenly throughout Europe, it greatly affects future migration patterns to Germany. Germany's open-door policy in 2015 led to a great influx of asylum seekers, while these new policies are expected to greatly alter migration patterns.

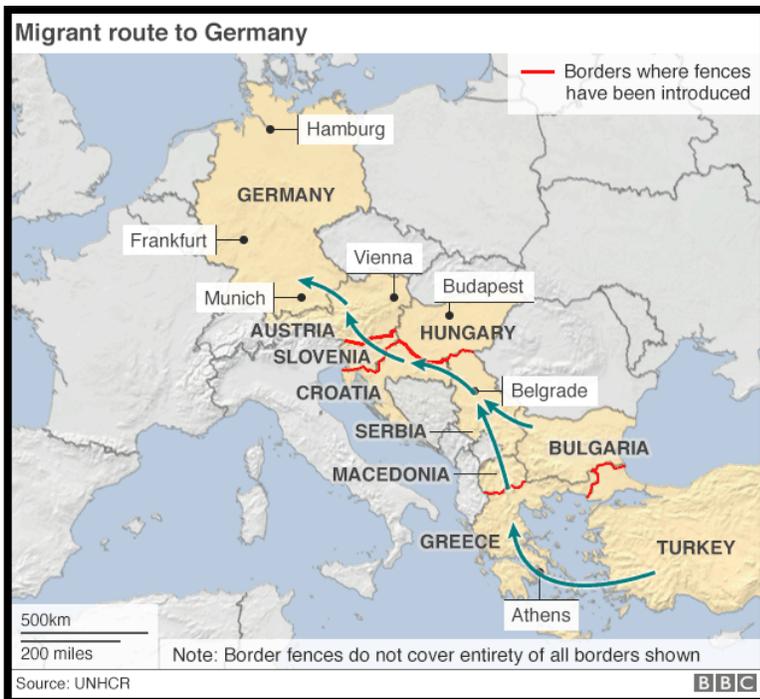


Figure 3: Balkans Migration Route to Germany

Institutional structures and national or local programs/ strategies to educate communities about refugees

While it is important to have policies and strategies that help asylum seekers to go through the process of becoming refugees, it is also important to promote integration and acceptance of refugees into German society. There is a fair amount of focus placed on educating refugees about life in Germany; there are fewer elements in place meant to teach communities about refugees.

NGOs and local programs often begin programs that are meant to help integrate refugees into society, and as a result these programs can also educate communities about refugees. In Germany, especially in 2014 and 2015, there was much public support for the plight of refugees, and many citizens and communities welcomed them with open arms (Dewast & Chaturvedi, 2015; Martin, 2016).

Internationally, there have been calls in Europe to support integration of refugees into their host countries societies. Both the Organization for Economic Co-operation and Development (OECD) and the UN Refugee Agency have promoted efforts of governments to help refugees integrate and be given the tools necessary to contribute to their new society (UNHCR, 2016). Many in Germany have begun to realize the wisdom behind utilizing the skills of those refugees who have come to their country. This is evidenced by various governmental legal changes that have made it easier for refugees and asylum seekers to enter into the labor market (Dettmer, Katschak, & Ruppert, 2015; Mauk, 2015). These laws have allowed for new entrants into the country to begin working earlier, which many see as a positive thing, believing that work is one of the best forms of integration (Dettmer, Katschak, & Ruppert, 2015). Since the end of 2014 asylum seekers have been able to work after 3 months, instead of the previous 9 month standard that had been in place (Kalkmann, 2015; Mauk, 2015). The government's Federal Employment Agency's "Early Intervention" model project is meant to allow refugees to find employment as soon as possible, and even has people in several locations who strive to place refugee employees with local businesses (Dettmer, Katschak, & Ruppert, 2015). Additionally, these policies aim at helping to fill the labor shortage expected in Germany's future, as their birth rates continue to be below replacement levels (Dettmer, Katschak, & Ruppert, 2015). This exposure and encouragement can help locals learn more about refugees and how they can help with employment.

However, while refugees can now work earlier in the process, they still cannot participate in a government integration or language program until after their asylum application has been granted (Ahmari, 2015; Patterson, 2016). This leaves many people in limbo while waiting for their application to be processed, and prevents them from participating in their new communities. In order to better incorporate new immigrants into surrounding community life, integration classes could be offered at an earlier stage of the application process. Without this integration, asylum seekers do not understand German cultural norms and expectations as well. This can lead to misunderstandings, and to locals viewing refugees as outsiders and perhaps even threats. Integration efforts of all kinds can help promote more positive public opinion.

Education is another avenue that German people can learn about refugees. Refugee schoolchildren have the right to attend school, as do all children who live in Germany. Integrating refugee children into the school systems in a productive manner can help to not only educate and promote acceptance from other students, but also from those in communities.

Additionally, many universities across Germany have begun offering classes free of charge for refugee students, providing online classes, or allowing these students to register as guest students (Dewast & Chaturvedi, 2015). This can help Germans be exposed to and learn more about their immigrant neighbors, and can assist refugees with integration.

Role of municipal governments in facilitating or restricting introduction of refugees into communities

Germany has a long modern history of immigration. Examples include the forced re-nationalization of 11.5 million expatriate Germans expelled from eastern Europe and Russia after World War II, and inbound peaks from eastern Europe during the Cold War, southeastern Europe and Turkey during multiple guest worker recruitment programs in the 1960s and 70s, eastern Europe again after the collapse of the USSR and its eastern European satellites, and finally Yugoslavia during their ethnic wars of the 1990s. Opportunities for long-term integration of these 4.8 million foreigners within the country (as of 1988) were limited, with few routes available for citizenship. In 2000, the federal government implemented a standardized naturalization process with minimum criteria that was later expanded upon with the addition of a Green Card program and, out of concern for a lack of integration of Muslims into German society, the addition in 2005 of mandatory language courses and a citizenship test (Von Stritzky, 2009).

As of 2014, slightly more than half of the 15.6 million people with an immigrant background residing in Germany (8.6 million) are German citizens. Two-thirds of immigrants are first generation arrivals, while one-third are second or third generation immigrants born in Germany. Integration is a recognized challenge, as immigrants have a lower participation rate in the labor force, as well as a lower level of educational attainment when compared to non-immigrants. (Bendel, 2014).

Immigration, passports, emigration, nationality and freedom of movement issues are controlled by the federal government, a parliamentary system. The next level of government, the sixteen states (Länder), have room to regulate related issues such as residence, employment services, unemployment insurance, professional/trade schools and, more recently, universities, including vocational education critical to immigrants. Länder/states also are the implementers of federal migration and integration law, which can lead to some patchwork of how these laws are applied (Bendel, 2014). Länder/state governments generally have broad governance and regulatory powers, and are largely the only local government with a significant role in immigration and integration issues, as seen in Figure 1.

Beneath the Länder/state government levels are the cities (gemeinden), districts (kreis) that are more regional or purpose-driven to consolidate the function of multiple municipalities' efforts for efficiency benefits, or city-districts (Stadtkreis) for larger (100,000+ population) cities. These municipal-level governments are tasked with compulsory functions (public schools, social welfare facilities), voluntary functions (public amenities, museums, public transport), and operation of core municipal services, including fire protection, police, waste collection, utilities and elections. Municipalities largely act as agents for either the Länder or the federal government, implementing or managing their programs, and are extremely decentralized, with almost 13,000 cities and districts. City populations average just 6,572, and 37% of cities have less than 1,000 residents (Kramer, 2005).

As a result of the segregation of powers, municipal (state/district/city) powers in either facilitating or restricting the introduction of refugees are limited, and those limited opportunities are largely concentrated at the state level. That's not to say that local municipalities are wholly uninvolved, as there are numerous examples of city-level efforts to assist with immigrant integration, but cities are forced to be creative in their efforts, either as employer or promoter, for example, versus program developer or regulator.

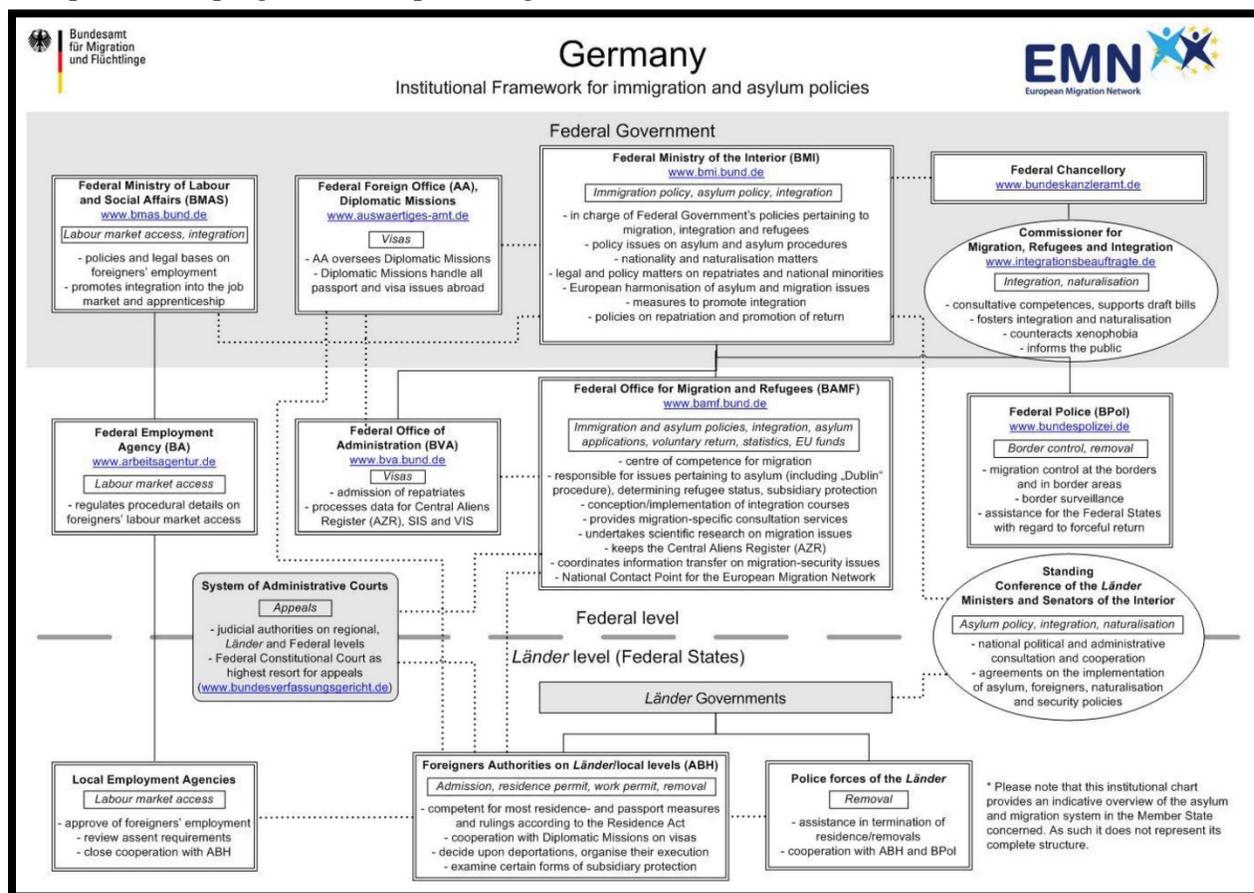


Figure 4 - Role of Federal and Länder/State Governments in Immigration Issues (Source: European Commission, 2012).

Integration via innovation and entrepreneurship. Some model cities are highlighting their immigrant communities by celebrating innovators and entrepreneurs that make meaningful contributions to the economic environment. These efforts are successful because they not only pull the immigrant community in to the norms and expectations of the German business community, but these positive examples provide a significant alternative view of immigrants during culturally and politically charged debates over individual immigrant roles in crime and terrorism.

Germany's third-largest city, the City of Munich, has a population in excess of 1.3 million—more than 35% of which have an immigrant background. Beginning in 2010, the City has held an annual gala at city hall and awarded “the Phoenix Prize” to several innovators who “exemplify outstanding economic achievements and social responsibility efforts of migrant enterprises”. The 2015 awardees are active in software engineering (Polish immigrant) with 61

employees, event marketing (Iranian immigrant) with 20 employees, food wholesaling (Turkish immigrant) with 22 employees, electrical contractor (Ukrainian immigrant) with seven employees, and an Italian immigrant filmmaker. Munich Mayor Josef Schmid commented that “the Phoenix Prize makes the business achievements of immigrants visible and appreciates its contributions to the city and society” (City of Munich, 2015).

The City of Aachen, with a population of roughly 260,000 comprised of more than 150 nationalities, is internationally focused due to its location adjacent to Belgium and The Netherlands. The city has a strong high-tech cluster and is a center of university research activities. In 2011, the City partnered with the Aachen Chamber of commerce and Aachen University to launch a diverse calendar of networking opportunities, workshops and business building opportunities focused on international business. While it was open to all entrepreneurs, due to the inclusive model, it was designed to attract immigrant led companies and executives to not only stimulate growth, but to give more exposure to prominent immigrants and help augment public perceptions about immigration in a positive way (Cities of Migration, 2012).

Integration via employment. In addition to the Phoenix Prize efforts to highlight innovation, the City of Munich has recognized a lack of inclusion in its own employment practices and begun to reverse the course. The Munich city-state is one of the largest employers in the region, yet in 2006 its workforce percentage of immigrants (11%) was less than one-third that of the population’s percentage (35%). In response, Munich has launched an Office for Intercultural Work, published an integration report (“Munich Lives Diversity”), initiated cross-cultural education courses, and developed strategies for recruiting new trainees with migrant backgrounds. The results show that more than 3,000 people, including all top managers and 600 firefighters/paramedics have completed the cross-cultural training, 560 managers were retrained on personnel selection procedures, and the percentage of trainees with migrant backgrounds increased almost 50% within two years (from 11% to 16%) (Cities of Migration, 2013b).

The City of Hamburg had a similar issue, with only 5.2% of candidates coming from the immigrant community that represented 26.3% of the population in 2006. The City ran an intensive campaign seeking immigrant applicants, entitled “We are Hamburg! Won’t you join us?” (Figure 2) and targeting parents of younger residents with immigrant backgrounds and migrant organizations with the hope they would encourage children to seek employment with the city. The results were quick and meaningful, with immigrant share of new hire candidates jumping from 5.2% to 17% within one year (City of Hamburg, 2015b).

Similarly, the City of Bremen targets migrant candidates for city jobs with a website entitled “You are the Key – For your future and your city” (City of Bremen, 2015).



Figure 5 - “We Are Hamburg. Won’t You Join Us?” Inclusive hiring campaign (City of Hamburg, 2015b).

Integration via awareness. The City of Hamburg, with a population of 1.8 million, has 400,000 immigrants, of which 236,000 are not naturalized citizens. More than half of the non-citizens are eligible for naturalization, but haven't chosen that path for whatever reason. Naturalization may be intimidating for immigrants, with the language and citizenship testing, but the benefits of citizenship—particularly the ability to vote and travel across the European Union, are equally strong, if eligible immigrants are aware and prepared for the transition. The City launched its “Ich bin Hamburger” campaign in 2010 with a tagline of “Hamburg. My Port. Germany. My Home.” Naturalization is “the declared belief in our state and our society,” according to Hamburg Mayor Olaf Scholz (Cities of Migration, 2013).

The City's efforts also include a website that asks visitors “The diversity of our citizens is crucial for our future. You have lived for a long time in Germany, have the center of your life here, but still no German passport?” and has naturalization education topics including “Naturalization in Hamburg: The Movie”, “The path to citizenship”, and “Mayor Scholz celebrates naturalization of new citizens of Hamburg” (City of Hamburg, 2015).

Federal programs with local integration goal. On the Federal level, the Federal Office for Migration and Refugees (BAMF) funds programs that help spur immigrants' sense of place and local connection. Programs range from volunteer opportunities to encourage immigrant ownership in the community, to leisure and sport programs that encourage integration through teamwork, as well as traditional cultural awareness programs to help young people in particular understand the cultural differences (BAMF, 2016).

Role of nonprofits or nongovernmental organizations (NGOs) in facilitating or restricting introduction of refugees into communities

Nonprofits and NGOs generally seem to be participating in immigrant integration issues in a supporting role, in some cases as an agent of state/local government, and in others as independent providers of safety net services. A 2012 report of the Federal Association of Non-Statutory Welfare (German acronym BAGFW), which is the “collective voice of the six non-statutory welfare umbrella organizations in Germany”, including umbrellas for Catholic, Protestant and Jewish religious organizations, cites how 1,673,861 full-time employees of member organizations operate from 105,295 facilities inside Germany. These organizations provide services to migrant (1,356 migrant and advice centers and 7,207 slots for migrant transitional housing), but also provide more broadly used services, such as day care (1.9 million children of families on welfare daily) and health care (1,276 inpatient and 6,195 outpatient facilities) (BAGFW, 2014).

The German Caritas Association, an extension of the Catholic Church, provides a wide range of services to migrants under fee-for-service contracts with the German federal government. Services for integration/naturalization/asylum include advice from 230 locations across Germany, programs directed toward youth, and numerous education, training and career projects specifically designed to support refugees. Caritas supports migrants indirectly in their advocacy efforts with the public, political lobbying and political guidance to member organizations (Caritas, 2016). In 2014, the German federal government provided EUR55.5 million, or 38% of total revenues (Caritas, 2015).

Der Paritätische Berlin (“Joint Berlin”) is an association of approximately 700 independent non-profit and self-help groups that address education, children, youth, elderly, social and mental care, intercultural and migration work, and family assistance in the city-state

and federal capital of Germany. Joint Berlin notes on its website that, while “it is necessary to give the [migrant] people an immediate roof over their head”, doing so is “unsustainable in the long run”. To assist migrants and refugees, Joint Berlin member organizations have been coordinating to operate six counseling centers on behalf of the federal agency BAMF. Success of the decade-long program was measured via client surveys, in which 1254 migrant/refugees from 98 different countries of origin seeking assistance were surveyed. 88% of those surveyed reported significant improvement in their situation after participating in the Joint Berlin counseling program. The program has been relatively successful becoming known in the migrant community, with 62% of respondents engaging in the program within three years of arrival. (Der Paritätische Berlin, 2016).

NGO and government collaboration to facilitate or restrict introduction of refugees into communities

While there is some documented participation, the role of nonprofit (NPO) and nongovernmental organizations (NGO) in immigrant integration appears vast in scope but limited in depth in Germany, in that NGOs, such as those mentioned earlier, provide safety net and first response services to the immigrant community, but are largely working under direct contract for the federal government, or are working on the fringes of the government’s response, filling gaps as they present themselves.

Reasons for this are likely threefold. First, despite a large immigrant population that has grown over decades, Germany had limited naturalization/paths to citizenship before the 2000 law change. Prior to that time, there were only ethnic Germans and guest workers. Second, as a result of the lack of recognition of immigrants, there were vast unmet needs for basic social services (child care, health care, skills training) that the government provided for its citizenry, but not the guest worker/immigrant community. NGOs filled these gaps traditionally, and they continue to be the core services offered today.

The third reason NPOs serve in the subservient/gap fill role to government is simply because the government is so vast. The federal government and sixteen state governments are complemented by almost than 13,000 municipal governments, with their small average populations. For perspective, there are 19,354 incorporated local municipal governments in the United States—a 48% increase over the German city count, but with almost 300% more population in the United States (U.S. Census, 2013). These municipal governments are very close to their citizenry and are able to respond to the community’s needs.

Cooperation between government and immigrant organizations are seen as a critical need, but forums sponsored by the European Commission have laid bare some skepticism from NGOs that the “asymmetric” relationship between government and NGOs continues to be a problem. In spite of decades of immigration and the delivery of services as a result, there is still clear mistrust on both sides (Network Migration in Europe, n.d.). Another obstacle to effective coordination between government and NGOs is the lack of a single coherent German integration policy. In spite of additional resources and requirements laid on by the federal government and the federal government’s sole purview over immigrant/migration/naturalization issues, the sixteen Länder/state government control or implement education, employment and social service programs independently with little horizontal coordination (Bendel, 2014).

While there are programs, institutional structures, and strategies at play to help educate German citizens about refugees, there is also a lot of influence from negative occurrences from

the media. Many get most of their education about refugees almost exclusively from the media. Especially in light of the negative media attention and associations refugees have received in the early months of 2016, it is important to systematically promote community education and integration, so that both refugees and German citizens will have the tools they need to understand one another.

Analysis and Recommendations

Recommendations for local initiatives to facilitate positive introduction of refugees into communities to reduce friction between natives and newcomers

Germany has experienced increased anti-immigration sentiments as a result of the influx of migrants into their country and some of the corresponding consequences (Smale, 2016). In order to reduce friction between newcomers and community natives, it is important to design programs and strategies that will help create a sense of community and unity at the local level, even among those with differences. Through coordinated and collaborative efforts with other local leaders and partners, local governments can devise a variety of proactive approaches to integration.

Community integration programs. Providing information and opportunities for refugees to join groups, programs, or other community activities with native Germans can help promote cross cultural understanding and friendship. Having ready access for refugees about these groups and programs can be beneficial, even if the programs are offered through partner organizations. Close coordination with such partner organizations is important for the success of integration (OECD, 2016). For example, Berlin's volunteer cycling program is used to teach refugees how to bike, which not only promotes friendships but also helps these refugees take advantage of an inexpensive form of transportation commonly used in Berlin (Le Blond, 2015). Other such programs can be developed around the unique aspects of the local area to take advantage community identity and interests.

Local governments can greatly help with the dissemination of information by maintaining easy-to-use digital access to programs, and providing pertinent information to partner organizations such as churches, community centers, health clinics, and other places where targeted audiences might frequent. Ensuring that this information is translated into languages that refugees understand is also critical. Active engagement efforts will help keep refugees and natives from being isolated and distrustful of one another, and will help forge new connections.

Integration of refugees into the economic, social, and cultural life of the communities

Learning the language. In order to help encourage economic integration of refugees into the community, local governments can work with local partners to help provide German language courses for newcomers. This is one of the most important elements of integration, since without language skills refugees will be isolated from the broader community. Because refugees are not permitted to participate in state-funded integration courses until their asylum application has been approved, it is often difficult for them to become part of the community or learn the skills they need to integrate successfully (Patterson, 2016; Martin, 2016). With local initiatives to promote cultural and language learning at the community level, more refugees will be able to have the tools they need to begin participating and contributing in German society. Especially

against the backdrop of suspicion that has fallen across Europe after recent terror attacks and criminal behaviors, it is important to purposely create programs and policies at the community level that promote unity and understanding (Martin, 2016).

Public education. Public schools in Germany have received an influx of new students who are refugees (Young-Powell, 2015). Dealing with increased numbers of students who need additional supports (language barriers, etc) can be taxing on local educational systems. Additionally, many young refugees have experienced trauma and may need additional support systems in place (Murray, 2015). Local governments and their partners should provide adequate backing and help to local schools, since the successful integration of refugee children is important for the future of the area.

Facilitate access to the labor market. Language skills additionally allow for economic participation, since finding suitable employment is much easier when one speaks the predominant language of a region. Being able to understand the language is the perhaps the biggest obstacle many migrants face when entering the labor market, as they are permitted to work but unable to take advantage of government integration courses (Dettmer, Katschak, & Ruppert, 2015). Helping immigrants become accustomed to the German language can lead to more contributions in the labor market, which is a valuable asset in a country with projected labor shortages (Mauk, 2015). Language training can be followed by internship opportunities and other training programs, thus further giving refugees experience necessary to contribute to the economy (Mauk, 2015). Being able to speak German will help job centers and other employment programs to be better able to place refugees in open positions (Dettmer, Katschak, & Ruppert, 2015). Local governments can benefit greatly from this, because there will be greater numbers of employees for the local workforce.

Having solid support policies that place focus on labor market integration are important elements of overall refugee integration (OECD, 2016). Facilitating easy and clear access to the local labor market and providing other relevant training is important. Without easy access to employment, individual negative consequences such as gaps in employment history or depreciated skill sets may be seen (OECD, 2016). These consequences are not conducive to integration goals, and could be avoided through policies that support and expedite the employment process. Additionally, allowing migrants to work leads to decreased public expenses and helps newcomers to integrate into the economic environment of the city. Municipal governments should work to develop strategies with the goal of refugee labor integration in mind.

Provide integration services as soon as possible to asylum seekers who are likely to be granted refugee status. Social inclusion is partially dependent on social policies, such as public education, but also on numerous interactions that take place between individuals, groups, and institutions within a local area (Martin, 2016; Ray, 2003). Municipalities should strive to develop policies and promote programs that help integrate refugees with existing populations in the social, economic, and cultural environment of the city (Ray, 2003). Waiting to provide integration services until months after arrival could have a detrimental effect, and prevents migrants from having the tools they need to function in a new and often unfamiliar environment (OECD, 2016; Martin, 2016).

Providing ready access to the variety of needs that refugees have, such as education, healthcare, employment, and housing amidst others, can help refugees know where to turn in their efforts to understand how to navigate the new cultural, social, and economic environments they find themselves in.

Discourage exclusion and segregation. Local governments have a responsibility to discourage exclusion and mitigate segregation of the new populations as much as possible, so that social inclusion by the new community is encouraged (Ray, 2003). Actively promoting integration, while at the same time discouraging social exclusion through various approaches, will help to facilitate integration on multiple fronts. By reducing residential and social exclusion of refugees, increasing access to employment information and services, and promoting equitable local government frameworks can all serve to encourage integration (Ray, 2003). One way that reducing residential and social exclusion of refugees could be accomplished is through the increased use of decentralized housing, which allows for refugee families to be accommodated in apartments or other individual housing circumstances. If these accommodations were wisely planned at the local level, they could distribute refugees throughout the city in such a way that would encourage integration while at the same time inhibiting social segregation and isolation.

Take advantage of diversity. While diversity can be a useful vehicle to promote innovation and new ideas forged from the combination of a variety of viewpoints and opinions, diversity itself is not enough to bring about the collaboration and inclusion of various groups in an area (Ray, 2003). Diversity can be a useful characteristic in a community, especially in an increasingly global and interdependent world. It is important to learn how to proactively manage the presence of cultural diversity in a city.

Promoting programs and groups that are celebrating diversity and promoting integration is important for these reasons. In some areas, cooking classes that celebrate diversity through sharing various international recipes can be seen, while in other areas integrative activities such as community exercise classes, sports, and women's breakfasts can be found (Martin, 2016). Having these types of opportunities at the local level is important to help refugees integrate and to help the existing community feel comfortable with the newcomers. Through these types of activities diversity can be seen as a positive thing, instead of something suspect. Local governments can help encourage these attitudes through policy and program formation, and through collaboration with their community partners.

Support programs for refugees. Providing ready access to information about the new social and cultural environment can be helpful for refugees in a new area. Even after refugees are settled, they need continued support programs that will help them long term as they continue their integration journey (OECD, 2016). Having these structures and contacts in place at the local level can help cities respond to the unique circumstances of refugees in their communities. Local programs and policies that aim to help support refugee communities through responding to their unique needs as they begin integrating into a new society are thus important (Ray, 2003).

Municipal leadership required for goal-achievement

Municipal leaders have to be willing to be engaged, be collaborative, be advocates for the immigrant community, to serve as a model for embracing diversity, and serve as a facilitator for communication among the various community stakeholders.

Municipal leaders as engaged. Leaders have to be willing to actually step into the immigrant community and understand the needs and challenges by meeting immigrants where they are. Knowing where immigrants have arrived from, how they traveled, what local support they already have and what their impressions are of the community is important firsthand knowledge.

Municipal leaders as collaborators. Municipal leaders must be prepared to be collaborative with the state/federal governments and NGOs that are available resources. Immigration, naturalization and freedom of movement are controlled by the German federal government, while primary and secondary education, workforce education, and unemployment insurance are administered by the states. NGOs and nonprofits are addressing basic human needs in community as a whole, with particular resources and programs for immigrants. It is the municipal leader's role to understand the programs and processes that are involved with each of these partners and how to maximize their output for the leader's community.

Municipal leaders as advocates. Being an advocate is a double-edged effort. Leaders have to connect the existing community with immigrants, as well as represent and advocate for their community and societal expectations to the immigrants. Immigrants need advocacy on their behalf to ensure that the community understands their challenges, their permanence in the community, and offer some awareness of their ethnic or religious traditions that may look/smell/sound markedly different from local customs. Leaders also must advocate on behalf of the immigrant community to the business community, both as providers of goods and services, and as employers.

Municipal leaders embracing diversity. Leaders and municipalities must decide whether and how to serve as an example of embracing diversity in addition to advocating for it. Local governments are typically mature, prominent, respected and desirable employers in their communities. As discussed earlier, many have also realized that immigrants are underrepresented in their workforce and are not well understood. It is difficult for local governments to advocate or regulate in a manner that they themselves don't conform to. Leaders have to be prepared to assess their status as a model of diversity and act decisively and publicly to adjust to their changing population.

Municipal leaders as facilitators. As all of these other actions are occurring—actions that affect every aspect of the lives of new and established residents alike—it is necessary for municipal leaders to always seek opportunities for facilitating communication and feedback from all angles on the changes that are occurring.

Goal-supportive training program for municipal officials

Municipal leaders and front-line staff should consider training in a number of areas, including a detailed understanding of the immigration, refugee processing and naturalization requirements and knowledge of the role-players in each process. It is equally important that municipalities emphasize diversity awareness in their workforce and establish hiring practices that can serve as a model for the private sector.

National training program. Though the situations are different, there are several excellent resources for German leaders to consider and model after. One is the US National League of Cities (NLC) that, through its Municipal Action for Immigrant Integration project of its Center for Research and Innovation, published excellent resources and tools for municipal leaders. One example is a report entitled "Municipal Innovations in Immigrant Integration", a collection of best practices from American cities. The NLC is a key resource for elected and appointed municipal leaders (National League of Cities, 2016)

Regional/local training program. An example of a regional effort more focused on specific challenges is the development of the "Immigrant Integration Toolkit" developed by the Chicago Metropolitan Agency for Planning and Metropolitan Mayors Caucus for a target

audience of elected and appointed staff in the Chicago metropolitan area. The toolkit covers such topics as understanding demographics, civic engagement, public safety, health services, workforce and economic development, language access, education, and housing—all core services that are either led or influenced by local governments (Chicago Metropolitan Agency for Planning, 2014).

Conclusion

Germany has been greatly influenced by the European refugee crisis, as many flee their native countries in search of safety in Europe. Germany's initial open-door policy led to the influx of large numbers of refugees and asylum-seekers. Now, as attitudes and policies have shifted slightly to lower the immigration rates, Germany is dealing with the various dimensions of refugee integration. These include concerns over the access to the labor market, housing, healthcare, education, and other necessary societal elements. Germany focus needs to now be centered on how to assist with the cultural, social, and economic integration of refugees in a proactive and equitable manner. Striving to do this will help Germany to be able to be realistic and future-oriented about how to manage diverse needs and guide integration for all their residents.

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Refugee Country Reports: Romania

Refugee Management and Introduction into Society

Richie W. Lionel and James Aleman

University of Central Florida

Romania Introduction

Romania is located in Southeastern Europe with its capital in Bucharest. It is roughly 238,391 square km, roughly the size of the state of Oregon. The country is mostly made up of 85.4% official Romanians, 6.3% Hungarians, 1.2% Gypsy, 1% other, and 6.1% unspecified with the total population being 21,666,350 as of July 2015 (CIA).

Romania first became part of the Roman Province of Dacia from 100 A.D to 271 A.D. For several centuries the country would be ruled by barbarian conquerors. By the 16th century, the principalities of Moldavia and Walachia became part of the Ottoman Empire (Sandbox Networks, Inc., publishing as Infoplease, 2000-2015). By 1862, the country's name of "Romania" was established when the principalities of Moldavia and Walachia joined together. Romania became an independent country in 1878 from the Ottoman Empire (CIA). By the time of World War I, Romania had expanded its territories to include Bessarabia, Transylvania, and Bukovina. Between 1967 through 1989, a communist government ran Romania. By 1990, Romania had its first president in a republic-run governing system, which is the current form of government to this day (new). In 2004 Romania joined NATO, and in 2007 Romania became part of the EU. (CIA).



(Map of Romania from <http://i.infopls.com/images/mromania.gif>)

This report will address the topic of refugees in the country of Romania. It will discuss the current trends in refugee introduction, Romanian perceptions and views on refugees, current policies and regulations on refugees in this country, and the role that the Romanian government and non-profit organizations play in refugee policy and regulation. The report will conclude with recommendations for local initiatives to create a positive force for refugee introduction into

Romanian society, discussing traits leaders will need in order to implement the recommendations and training that could be used by leaders to implement goals.

Trends in Refugee Introduction

There is an abundance of data on past refugee trends dating as far back as the early 90s. However, this report will focus on refugee trends for the past decade spanning from 2004 through 2015. Unfortunately, there is no data available yet for 2016 as the first quarter results will more than likely be available once the quarter ends. Before getting into the trends, it is important to define the terminology that will be used. The dictionary definition of an Asylum Seeker is, “a person who, from fear of persecution for reasons of race, religion, social group, or political opinion, has crossed an international frontier into a country in which he or she hopes to be granted refugee status” (asylum seeker, n.d.). Using this terminology, a refugee would be an asylum seeker who has been granted refugee status.

In 2004, Romania had an estimated 662-asylum seeker applications filed but had only accepted 61 asylum seekers to be registered as refugees. By 2005, the estimated number of asylum seeker applicants decreased by roughly 10 percent to 594. The number of accepted applications also decreased by roughly 11% to only 54 being granted refugee status. In 2006, the number of asylum seeker applications further decreased by roughly 23% to 460 with the number of accepted applications being decreased by roughly 6% to 51. The country of origin for this time period of 2004 through 2006 is Iraq (United Nations High Commissioner for Refugees, n.d.). Around this time, Iraqi refugees were fleeing the country due to its hostile environment caused by the Iraq War between 2003 through 2011(The Editors of Encyclopædia Britannica, 2015a).

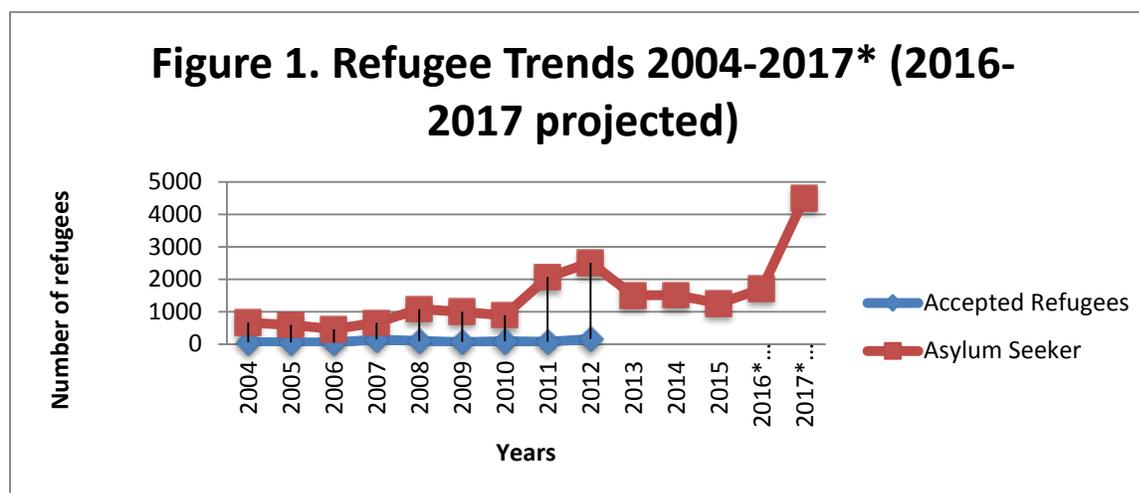
In 2007, the number of asylum seekers had increased by an estimated 43% to 659, the number of applicants accepted as refugees had increased significantly by 180% to 143. The country of origin for that year was still mostly from Iraq. In 2008, the number of asylum seekers significantly increased by 64% to 1,080. However, the number of applicants that were accepted had decreased by 29% to 102. The main country of origin for that year had actually changed to become Pakistan (UNHCR, n.d.). During this time, refugees from Pakistan were in the midst of armed conflict between the Pakistani Army and various Islamist Militant groups in 2004 to 2014 known as the Waziristan War. (Lee & The History Guy, 2014). During the time of the war refugees were fleeing into the EU for asylum. In 2009, the number of asylum applications had slightly declined by 8% to 995, whereas the number of applications granted asylum had significantly decreased by 37% to 64. The country of origin for that year was the neighboring country of Moldova (UNHCR, n.d.).

In 2010, the number of asylum seekers had decreased by 11% to 887, the number of applicants accepted as refugees had increased by 38% to 88 with the country of origin being Afghanistan (UNHCR, n.d.). Refugees were fleeing from the Afghanistan War that lasted for

thirteen years from 2001 to 2014 following the September 11 attacks on the United States (Witte, 2015). In 2011, asylum seeker applications had drastically increased by 133% to 2,064. However, the number of applicants accepted as refugees still declined by another 17% to 73. In 2012, the number of asylum seeker applications had increased yet again by another 22% to 2,511. This year, the number of applicants accepted as refugees had increased significantly by 66% to 161. The country of origin for the years 2011 and 2012 was Algeria (UNHCR, n.d.).

Unfortunately, for the next three-year period of 2013 through 2015, there are no data available to show what the accepted applications were for the asylum seekers who were granted refuge. However, what is available are the number of applications filed to obtain refugee status. In 2013, the number of asylum seekers had decreased by 40% to 1,500 (UNHCR, 2015). In 2014, the number of asylum applications filed for refugee status in Romania had marginally increased by roughly 1% to 1,511 and in 2015 it decreased by 17% to 1,255. Between this time period, Syria had become the main country of origin for the refugees seeking asylum in Romania. As a matter of fact, one third of every applicant was of Syrian origin (Eurostat Press Office, 2016).

Figure 1 below shows the overall refugee trends for the past decade ranging from 2004 to 2015, with 2016 and 2017 projected amounts. It is clear that there isn't a parallel relationship between asylum seeker applications and the accepted refugees. On the contrary, the chart shows that in some years while the number of refugee status applications increased the number of accepted refugee applications had decreased, this is evident between years 2007 and 2008. In some instances, there has been parallel motion as in the case of years 2006 and 2007 when the number of applicants and accepted applicants had increased.



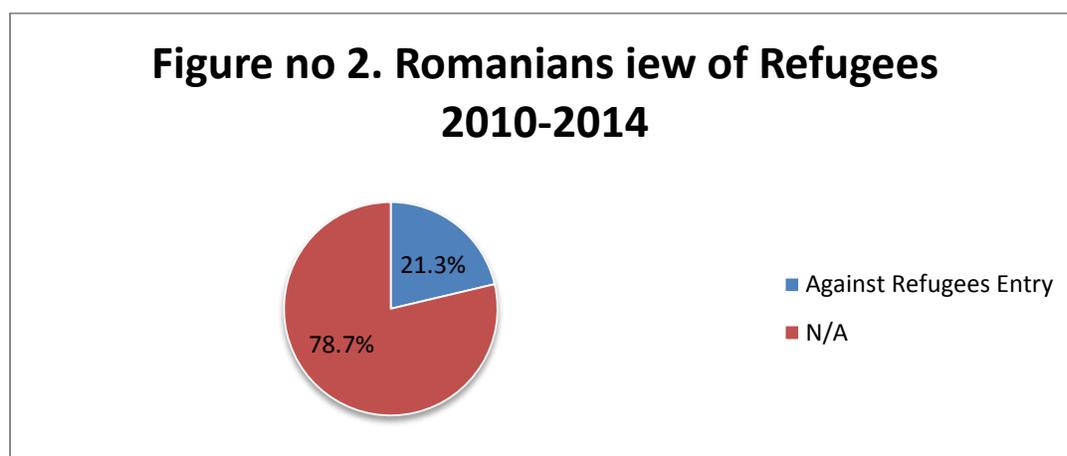
The Syrian Civil War that began in March of 2011 to present day is the reason behind the Syrian refugee crisis in Europe as refugees are fleeing from the armed conflict that is happening presently in the country (Thompson, 2016). As a result there has been a record number of over one million refugees throughout the whole of the European Union in recent refugee trends

(Eurostat Press Office, 2016). To help ease the influx of refugees fleeing into the Europe, on September 22nd, 2015 The European Union had approved of a plan to relocate roughly 120,000 refugees throughout the 28 EU countries based on several factors: country's population size, number of asylum applications, and economy (Country Coordinator Romania, 2015). Romania was one amongst three countries that voted against the mandatory quota system, as they felt that mandatory relocation quotas were not the solution to the refugee crisis. They took a position that a country should be able to come up with its own refugee capacity limitations (Chiriac, 2015).

However in spite of their stance on the EU's solution, Romania is willing to accept the mandatory quota system to show their support of to the EU's refugee crisis situation. Romania can accommodate roughly 1,785 refugees (Chiriac, 2015). Romania has six centers that are designed to accommodate the refugees located in Bucharest, Galati, Radauti (Suceava county), Somcuta Mare (Maramures county), Giurgiu and Timisoara. At any given time these centers can accommodate roughly 950 people (Country Coordinator Romania, 2015). In the EU plan, Romania is expected to receive an additional 2,475 refugees (Chiriac, 2015). However according to Romania's Immigration Office, the total expected refugees will be 6,205 over the projected course of the next two years, 2016 and 2017. This year, Romania is projected to receive a total of 1,705 refugees (Colentineanu, 2016). Figure 1 above shows the projected figures for the upcoming two years with a steady increase in number largely due to EU initiatives to handle rising numbers of asylum-seeking foreigners.

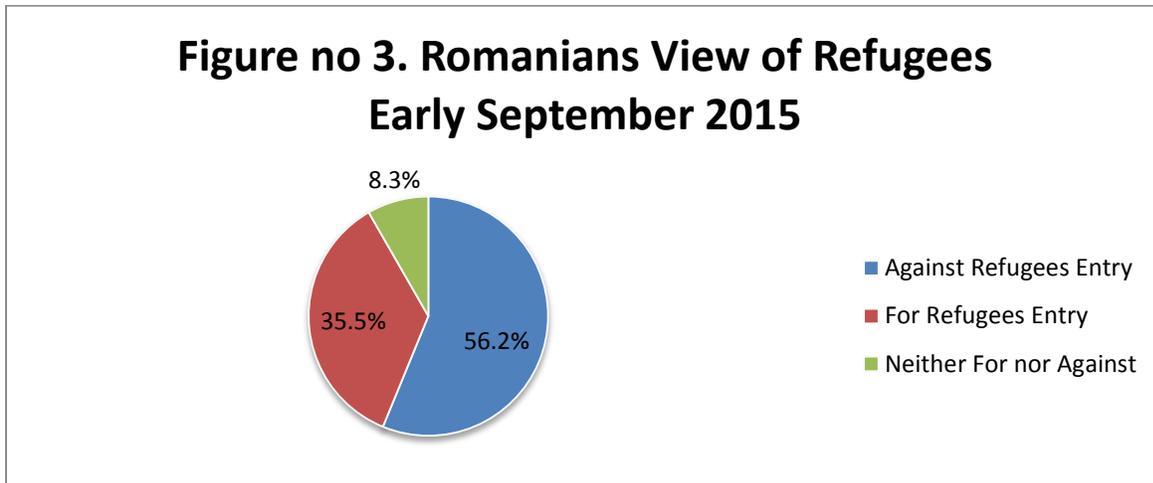
Romanian Perceptions and Views On Refugees

Between 2010 and 2014, approximately 21.3% of Romanians believed that immigrants, including refugees, should not be allowed into Romania. No data are available on the percentage of those who would allow refugees into Romania or those who provided no response (Horn, 2015). See figure 2 below.

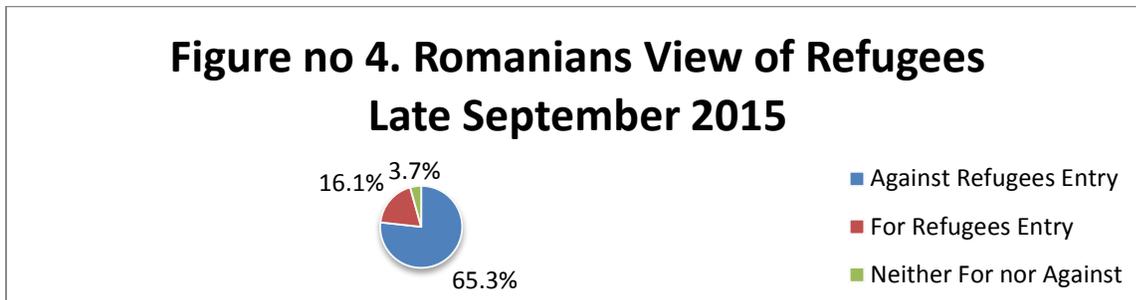


In early September of 2015, roughly 56.2% of Romanians believed that refugees should not be allowed into Romania compared to 35.5% who would allow refugee introduction; 8.3%

were neither for nor against the refugees. Of those who would allow refugees, 82.1% feel that Romania should be allowed autonomy on the refugee quota, 14.6% feel that the EU's plan should be implemented while 3.3% did not have a stance (Actmedia, 2015). See Figure 3 below.



By the end of September 2015, the percentage of those who opposed refugees being resettled in Romania had increased to 65.3% while those who were unopposed decreased to 16.1%. The remaining 3.7% neither stated that they were for nor against refugee entry (Agerpress, 2015a). See figure 4 below.



By December, the percentage of those opposed to refugees entering into Romania had increased to 81.9%, whereas the percentage of those who were not opposed had decreased to 14.2%. The remaining 3.9% neither stated that they were for nor against refugee entry (Agerpress, 2015). See Figure 5 below.

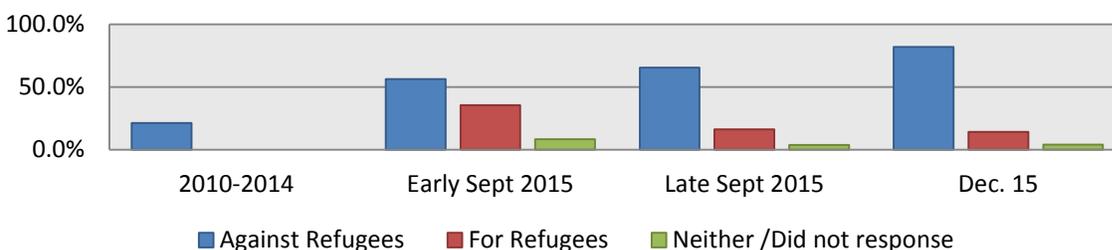
**Figure no 5. Romanians View of Refugees
December 2015**



In general it appears that Romanians are mostly opposed to refugees being settled in Romania. There are a few exceptions, such as in Târgoviste, a village city in Romania, which in 2015 stated that they had no issues with the refugees (Moldovaveanu, 2015).

Figure 6 shows the Romanians' views on refugees over the past five years.

Figure no. 6 Romanians View on Refugees



It is evident from the above figure that the public view of refugees in Romania has been that of being against it. Over the past five years the percentage of individual citizens opposed has only grown substantially from around roughly 20% to well over 80%. As Romania deals with increasing international demand for help in providing asylum, Romanian civic leaders will need to find ways to turn this trend around so that citizens are more welcoming with the potential effect of causing foreigners to stay as opposed to quickly returning home or leaving to other countries.

Refugee Regulations and Policies

In 1991, Romania joined in the United Nations Convention 1951 and the Protocol Relating to the Status of Refugees 1967 (Focus-Migration, n.d.). This law defines who are classified as refugees, what their rights are, and what the countries under this law are mandated to do. The laws were born out of a process that first began under the United Nations in 1921. During the July 1951 Geneva Convention, the law was created and later amended in 1967 (UNHCR, 2011). Under this law, Romania cannot return refugees to a country where there are imminent dangers to their life. Romania is obligated to allow refugees to work, and be granted

access to housing, education, and public assistance, the judicial system, and the rights to practice any religion, free roam within the country, and to be given and issued identification documentation. The 1967 Protocol amended geographic and time constraints that the refugees were granted. Under the global definition set forth by the 1951 Convention, countries are allowed to determine who will be classified as a refugee and granted rights and protection (UNHCR, 2011).

Romania's policies and regulations for refugee introduction start at the border with asylum seekers, either in writing or verbally, advising border authorities that they are seeking refuge and will remain at checkpoints or transit areas for no longer than 20 days after which they can be allowed in Romania (Refugee Documentation Centre of Ireland, 2010). They may then be housed in one of six centers located in Bucharest, Timis, Maramures, Suceava, Galati, and Giurgiu that can each approximately house 1,000 people. The centers provide medical assistance and other assistances such as education as well as a safe place where asylum seekers can stay while they await their refugee application (Agerpress, 2015b).

Once their intent has been voiced, asylum seekers have to remain in Romania under the condition that they are seeking asylum due to eminent personal danger in their country of origin which allows them to submit an application for refugee status. After the application is submitted, the applicant receives information on refugee procedures. Applicants are then photographed and fingerprinted while awaiting the status of the application.

Romanian agencies review refugee applications and any associated documentation, and a determination is usually made within thirty days. If accepted, the refugee would have to abide by the laws of the land (Issues Without Borders, 2015). Per Romanian Law no.122/2006, refugees and asylum seekers are allowed 3 lei (Romanian Currency for roughly 0.75 USD) per day and per person for food, 1.8 lei (roughly 0.45 USD) for accommodations, and 0.6 lei (or 0.15 USD) for miscellaneous (Agerpress, 2015b).

Romania also has regulations that in certain circumstances decline refugee status and introduction. An asylum seeker can be denied if they have committed a war crime or another crime against humanity or by violations of the UN requirements. A refugee's status can also be revoked when granted new nationality status or also if the eminent dangers in their country has ceased and it is safe to return (Issues Without Borders, 2015).

Role of Municipalities in Refugee Regulations and Policies

Romania's local governments consist of 42 counties, 103 Municipalities, 216 towns, and 2,851 Communes, which are further divided into 12,946 villages ("UCLG COUNTRY PROFILES: Romania", n.d.). Some of these localized governing bodies have formed or joined collaborative associations to manage a variety of local functions including economic, social, and cultural developments. These associations also facilitate local participation in the civic engagement processes on important decisions that affect the communities individually and

collectively. These decision-making processes should be more fully used to positively influence refugee introduction and integration into communities (Committee of the Regions, n.d).

Unfortunately, there currently is no scholarly or non-scholarly data available that delve deeper into the role that municipalities play in refugee regulations and policies. Refugee regulations and policies in Romania are mostly handed on a national and international level and through various agencies. No specific examples could be found of local governmental roles in refugee policy and regulation.

However, Romanian municipalities should be interested in the management process of refugees as it has great rewards. For example, municipalities in Norway, through the Norwegian Introduction Act, require refugees with residence permits to go through and complete an introductory program. Norwegian municipalities are then tasked with preventing refugee introduction from becoming a financial issue on the local government. This is accomplished by preparing refugees to be able to access education and jobs which may result in self-sufficiency. The program's upfront costs are expensive. However the city that implements this plan reaps rewards in the long run due to refugees being able to provide for themselves and contribute to the economy via the workforce (EPALE, 2016).

Role of Non-Profit Organizations in Refugee Regulations and Policies

Some twenty years ago, it was reported that Romania had a growing non-profit sector of around 5,000 non-profit organizations (Johnson & Young, 1997). At that time classifications of NGO-related activities, with 100% representing all activities, included Culture and Recreation at 14.1%, Education at 9.5%, and Social Services at 7.7. Any organization advocating refugee interest would fall under the Social Services classification of NGO activities.

Over a decade after the Young and Johnson report, a new evaluation of NGO's was conducted covering the period of October 2008 to September 2010. At that time 21,000 registered and active organizations were reported. From a statistics standpoint, based on the number of registered legal persons, the most important fields for such organizations were Cultural and Recreation at 18.8%, Education at 7.5%, and Social Services at 7.3% (Civil Society Development Foundation, n.d).

A comparison of data from the two periods shows that the category for cultural interest group activity had increased and for social service interest activity had at least remained stable over the course of a decade. This is important since NGO interests group activity in these areas may be made to dovetail with advocacy of human needs, rights, and civility in the integration of immigrants into the country. Although a majority of organizations may not be specifically established to advocate refugee interests, it still holds true that incoming refugees become stakeholders and beneficiaries of the efforts of many of these same organizations giving attention to citizen and minority rights as well as to fundamental humanitarian assistance.

The largest NGO directly linked to refugees is the Romanian National Council for Refugees that was first established as part of the European Council on Refugees and Exiles in 1998. It is specifically commissioned to promote refugee and asylum seeker rights and to help refugee integration into local society (<http://www.ecre.org>).

Regarding the cooperation between municipalities and nonprofits, as was previously stated, more research may need to be conducted to spell out what is being accomplished and what may yet be done to foster greater cooperation and collaboration between these entities.

Recommendation for Local Initiatives

A key to more successful integration of refugees may involve better and more direct integration of immigrants into the work force. The need for employment is a prime factor in either driving people away from an area or closer to it. Achievement of employment needs may cause immigrants to become more desirous of becoming permanent contributors to the success and welfare of the country's societal needs.

As mentioned previously in this report, the general trend among Romanian citizens is to disfavor the introduction of more refugees into the country. We believe that a contributing factor to this is the perception that most foreigners entering the country are merely asylum seekers who are just passing through as opposed to being permanent settlers into the country. We thus propose that as Romania's government works to cooperate with the EU refugee quota plan, it should work towards generating new initiatives to provide refugees with solid work opportunities, which may keep them in the country long-term. The aim should not be to replace jobs and employees but to create new job opportunities to immigrants. To do so may serve refugees by providing the means for self-sustenance while also serving Romanian citizens who may benefit from an improved economic environment achieved through commercial growth.

A strong tool towards helping citizens and foreigners to seek mutual benefit are incentives. One initiative to spark economic growth may be to provide incentives to business entities that actively seek to provide employment opportunities to refugee workers. Incentives for such business may include governmental-sponsored support to finance existing business expansion or new business creation. The initiative may further be accompanied by one that also looks to incentivize nonprofit organizations for partnering with private businesses for the purpose of placing refugee workers in employment positions. For both profit and non-profit entities physical incentives are often further enhanced through notoriety and reputation afforded through positive publicity.

Another initiative might focus on identifying a greater number of individuals who are willing to teach and mentor foreigners. The integration process includes not only the ability to generate work through skills – many of which skills foreign workers may already possess well before entering the new country – but also the ability to communicate within the dynamics of a new culture, including the adoption of a new language.

How can prospective teachers be identified and also motivated to get involved? Our suggestion would be for a government-sponsored search for more volunteers. Through social media, public advertising, and business networking, efforts can be made to seek out willing volunteers, the kind of individuals who normally act on higher order fulfillment needs to make a difference and get involved for the greater good. Good candidates for getting involved in volunteering include current and former teachers, current students, and other retirees. But other professionals can also be approached via networking to inquire about their desire and ability as well as to solicit the names of individuals whom they may know to be interested in getting involved

Besides the fact that many volunteers may have self-needs fulfilled through their participation, individuals may still also be incentivized with such things as tax considerations or sales discounts. These breaks may enhance their ability to provide free or low cost service to immigrants.

Municipal Leadership

Implementation of initiatives to improve immigration acceptance will rely heavily on government cooperation with profit and nonprofit organizations. In order to encourage it, municipal leaders should adopt the New Public Service approach of leadership. This has been described as a democratic style of direction focusing on citizen involvement and placing value on public interest (Denhardt & Denhart, 2000).

In this case, leadership must view asylum seekers as potential citizens who will successfully integrate into the country's cultural and economic environment. In order to accomplish this, they must include nongovernment organizations in the process of planning and implementing initiatives. They must also bring immigrants and citizens into the process of discussing needs and wants with a view to understanding the underlying obstacles towards achieving cooperative and healthy integration. By doing so, they will show a proper understanding that it is through the process of networking and exchanging of ideas that problems and obstacles can be identified and remedied in pursuit of a common greater-good goal.

With the aforementioned goal, it is also evident that the leadership style needed to accomplish immigration integration is transformative by nature. A most basic definition of transformational leadership is that which inspires a positive change for an entire group (www.businessdictionary.com). Change in the case of the immigration crisis involves adjusting a view of disagreement to one of acceptance and integration of immigrants into the country, a healthy view of their place as societal contributors to the local community.

For the municipal leader interested in promoting public service and transformational change, tools which may be used for interaction with stakeholders include the following:

- Social media postings and discussions

- Public announcements
- Meetings with constituent groups including business leaders, nonprofit leaders, and public servants
- Town hall meetings or other public access opportunities to interact with and hold discussions with interest groups and individual citizens, including immigrants.

The goal in creating networking opportunities should be to encourage a free exchange communication resulting in mutual understanding and decision-making that promotes fairness, equity and transparency. It should also work to create goodwill, loyalty and trust which will help to build the most solid working relationships possible. Successes and failures will be completely shared, with successes resulting in joint enthusiasm and joy and with failures serving as a catalyst for motivation to improve decision-making. Shared knowledge and wisdom acquired through the process of collaboration creates new opportunities for discovery and innovation with the potential to generate real solutions.

Training Program Skills

William Arthur Ward once said: “The mediocre teacher tells. The good teacher explains. The superior teacher demonstrates. The great teacher inspires.” (Ward, n.d.a). The leader who can get all stakeholders involved and engaged in achieving goals will possess qualities which can inspire. Motivational qualities which may inspire include such things as the following:

- Clarity of thought - understanding concepts correctly
- Charisma – charm, kindness, and likability that makes your message attractive
- Empathy – ability to place yourself in another’s position to understand feelings
- Industriousness – ability to perform hard work
- Humility – ability to subject yourself to the ideas and wishes of others
- Listening – ability to focus on an individual’s words to gain correct understanding
- Modesty – ability to recognize your own limitations in certain situations
- Patience – ability to exercise self-control and to avoid getting overly upset
- Public speech – ability to communicate in a way that is clear and attractive

By striving after the aforementioned qualities, a leader will be providing a good example to follow, opening up the lines of communication, and helping to get the very best work out of all of the individuals working around him or her. The operative word here is striving. There is no way that anyone can be strong at all of these or similar leadership qualities. But the point is that we want to be as good as we can be in most of them if not all of them. That effort, in and of itself, can inspire others to strive for their personal best as well.

Conclusion

Romania has not historically attracted great attention for the long-term relocation of immigrants. However, during the twenty-first century European immigration crisis, pressure has been placed on governments like Romania to help alleviate the problem through acceptance of

many more foreigners into their country. The crisis has caused a demand for Romania to receive asylum seeking foreigners in larger numbers than ever before, and this has mainly not been accepted favorably by its citizens. Likely this is at least partly because of the local conception that most immigrants are simply passing through on their way to a different destination.

It is important for Romania's government to partner with businesses and nonprofit organizations in an effort to help the EU to alleviate the immigration relocation problem, while at the same time helping Romania's citizens to accept and cooperate with the process. Joint efforts with all constituents should concentrate on changing the innate mindset that immigrants are not likely to stay in Romania as long time contributors to local society.

Through initiatives directed towards creating and providing employment to refugees, Romania may help to change the trend of immigrants who want to leave quickly and of citizens who don't want to receive them. Teaching practical skills including language, cultural differences, and job-specific abilities may help immigrant workers to feel prepared to provide for themselves on a long term, and it may help employers and other citizens to feel more confident that immigrants are capable of contributing to the development and maintenance of a stronger local economy.

Government plays an important role in the process of immigration acceptance and integration in Romania. Through the use of New Public Service theory and transformational leadership qualities, municipal officials may help to foster a strong cooperative spirit among all stakeholders affected by the current European immigration crisis. The collaboration which results from working as partners is the key to tapping into all possible resources to arrive at the best solutions for everyone involved.

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Refugee Country Reports: Sweden

Response to the Refugee Crisis

Nona Tyler and Victoria Carey-Davis

University of Central Florida

Sweden Introduction

Poverty, unemployment, and the deterioration of economic and social infrastructure in nations with ongoing conflict such as Syria, Iraq, and Afghanistan have led many people to seek better life in Europe and abroad. Many refugees have bypassed European nations, such as France, to go further north to Sweden. Sweden is well known for having some of the world's highest standards of living, having high standards and protections for human rights, and for being very welcoming to refugees (Tanner, 2016). However, given the unprecedented number of refugees that have entered Sweden recently, the Swedish government and its local authorities are struggling to cope with the strain and manage the reception securely (Government Offices of Sweden, 2015).

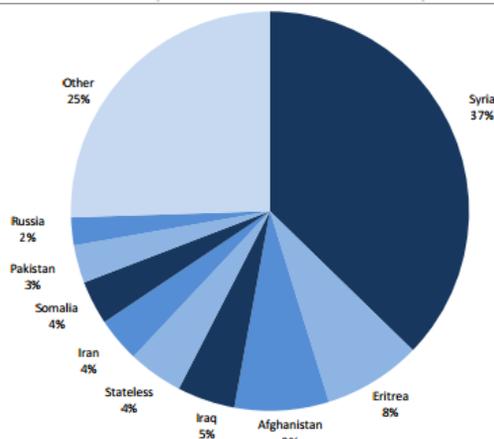
This paper provides an in-depth review of Sweden's role in the on-going refugee crisis. First this paper will discuss the trends, migration patterns, and the number of refugees entering the country. The analysis will continue with a focus on the public's perceptions on the refugee crisis, central and local government institutional functions, and the role of nonprofit organizations in the crisis as well as collaborations between the government and nonprofits. The final section of the paper provides recommendations to reduce friction between natives and asylum seekers. This includes leadership requirements and the skills needed in order to support the goals of integration.

Trends in the Syrian Refugee Crisis

The Crisis

The Syrian civil war has forced millions of people to flee their country to seek asylum across the European continent. This four-year war continues to ravage the country with nearly a quarter of a million in casualties (Sly, 2015). Millions of people from various countries are applying for asylum within various border countries, and the European Union (EU) estimates that around 450,000 people will be granted refugee status throughout the continent in 2015 (Organization for Economic Cooperation and Development (OECD), 2015). Eurostat's (2015) report indicates that 37% of all asylum recipients from 2014 are Syrian. See Figure 1.

Figure 1. Beneficiaries of Asylum Protection in the EU, by Citizenship, 2014



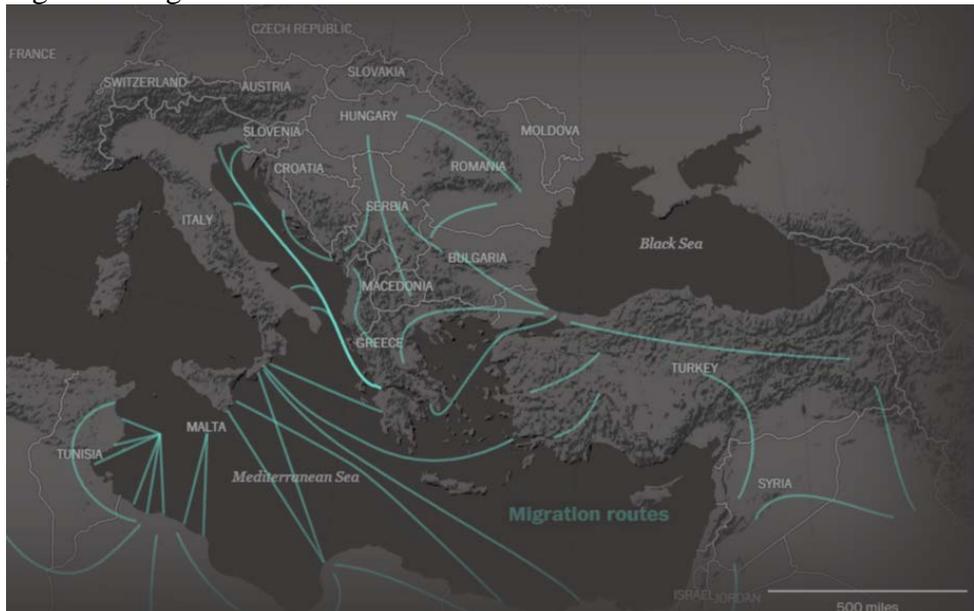
Eurostat. (2015). EU Member states granted protection to more than 185 000 asylum seekers in 2014

Europe has not experienced this surge of refugees since the Yugoslav wars in the early 1990s, and these unprecedented numbers since World War II (OECD, 2015). The war combined with forced military service for Syrian men and cheaper/easier transit routes accumulated into the impetus for a mass exodus of the Syrian people (Sly, 2015).

The Migration

Before June 2015, most refugees traveled a tempestuous journey from Syria to Italy, but Macedonia recently opened their borders for refugees to cross into other countries (Sly, 2015). This paved a route for the refugees to seek asylum in the nearest European Union (EU) country of Greece or travel through Macedonia to Hungary. See Figure 2 for migrant routes. However, according to EU regulations, refugees must seek asylum in the first country they land in the union and remain in that country until their asylum status is cleared (UNHCR, 1951). Refugees often choose to travel even greater distances to enter more welcoming countries like Germany and Sweden (OECD, 2015). The journey is arduous, dangerous, and uncertain of success.

Figure 2. Migrant Routes.



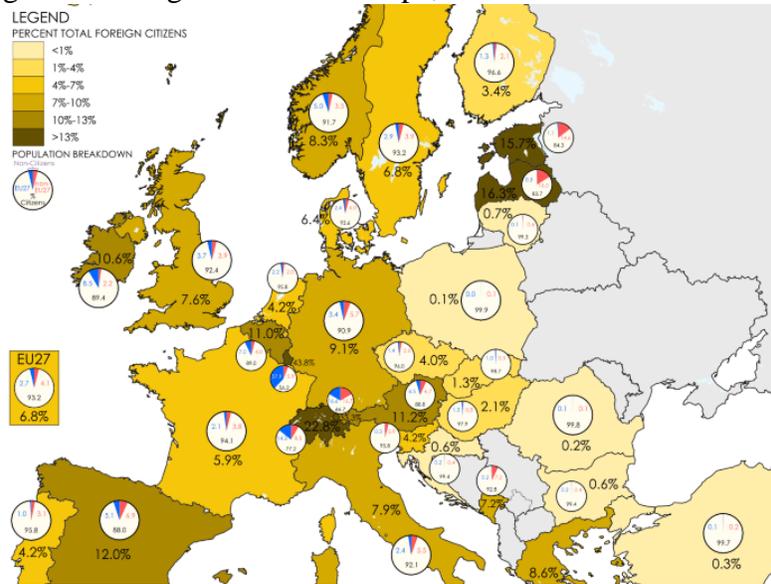
Faiola, A. (2015). *Black Route*. *Washington Post*.

Sweden's Refugee Population

Refugees continue to overwhelm Western European countries. In 2012, Sweden's foreign born population was 6.8% which included 2.9% with EU citizenship and 3.9% non-EU born. See Figure 3. While Germany takes in the most Syrian refugees by volume (160,000 in 2015), Sweden takes in the most Syrian refugees per capita of their country size (Eurostat, 2015). Sweden's population is almost 10 million and in 2014 Sweden granted asylum to 16,800 Syrians (ibis). In 2015, nearly 163,000 refugees applied for Swedish asylum and another 190,000 are anticipated to arrive in 2016 (The Local (a), 2016). Sweden's Interior Minister advised that between 60,000 to 80,000 asylum applications will likely be denied in 2016 and is proposing plans for increased deportations (Tanner, 2016). The Swedish National Board of Housing,

Building and Planning recommends building an additional half a million homes by 2020 in order to accommodate the influx of Syrian asylum seekers (Hellekant, 2015).

Figure 3. Foreign Citizen in Europe, 2012



Brillantmaps. (2015) Foreign Citizen in Europe (2012). Cited from Eurostats, 2012

The OECD's (2015) report states that Syrian refugees are "are more skilled than other groups especially those who came, for example, during the Yugoslav wars in the 1990s" (p. 2). In 2014, 40,000 unaccompanied children, mostly boys between the ages of 13 and 18 claimed asylum in Europe, and Sweden attracted 24,000 children into its borders; that is twice the number of children without guardians as last year (Assarsson, 2015). This statistic is particularly concerning to Swedish officials in that they must not only provide humanitarian aid to these children, but guardianships as well.

Public Perceptions of Refugees

Scandinavian nations are typically referred to as examples of holding generous refugee, immigration and integration policies and are especially distinguished as hallmark approaches when dealing with forced migration. Refugees that have permanently settled in Sweden have traditionally received extensive, state sponsored integration assistance for establishing a residence and presence in the labor market (Valenta & Bunar, 2010).

Sweden sees immigration into its country as a "positive force" and the Migration's Agency official vision is "Sweden – a nation open for the possibilities of global migration" (Migrationsverket, 2015). The Swedish Migration Agency is accountable to the people of Sweden and will treat those seeking asylum with dignity. Accommodating for human rights is the foundation in creating and implementing immigration policy (Migrationsverket, 2015).

While refugees are generally accepted into Swedish culture, there has been growing opposition locally since 2014. The Swedish Democrats, the anti-immigrant conservative party, has grown significantly in their dissention towards refugees in two short years. This will be discussed in great length in sections below.

National Regulation of Refugees

Institutional Structures

The Swedish Migration Agency is commissioned by the Swedish Parliament as the national authority that reviews and considers applications from people who want to visit, live in, or seek asylum in Sweden, or for individuals who want to become Swedish citizens (Migrationsverket, 2016). The Swedish central government is responsible for financing the Migration Agency and reception system in local municipalities. There is a general agreement between the central Swedish Migration Agency and municipalities on refugee reception and integration processes (Valenta & Bunar, 2010).

The Swedish Migration agency is headed by the Director General with the Director of Operations, Director of Quality, and the department directors working under them (See Appendix A). The Operational Department oversees a total of forty offices with operational activities dispersed into six geographic regions to receive asylum seekers and examine applications. The Quality Department within the Migration Agency serves to increase the legal certainty by improving the quality assuring processes that govern the agency's operational work (Migrationsverket, 2016).

In Sweden, the legal definition of the term refugee follows the United Nations and European Union regulations. An individual is classified as a refugee when they have well-founded reasons to fear persecution due to their race, nationality, religions and/or political beliefs, gender, sexual orientation, or affiliation to a particular social group (Migrationsverket, 2016).

Program Background

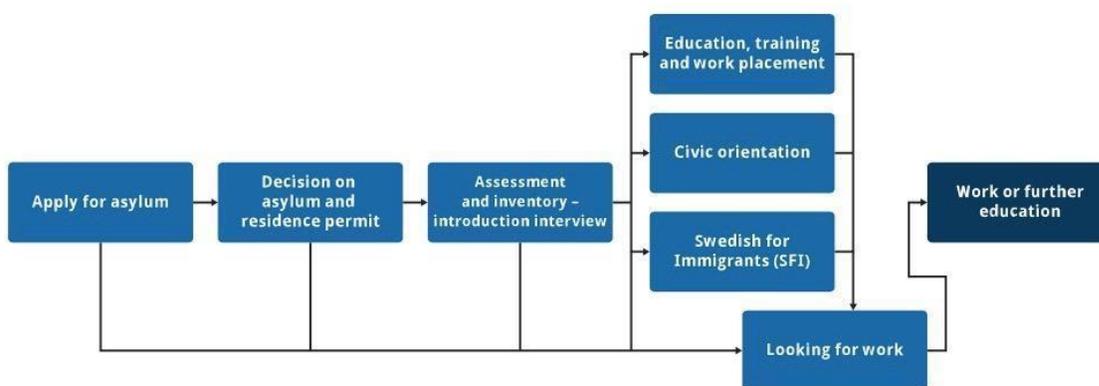
After World War II, Sweden attempted to facilitate integration of refugees and the native Swedish population through welfare policies encompassing all citizens. Prior to the 1970's, Sweden had virtually no formal integration policies to develop good ethnic relations within the country, and therefore the approach was viewed more as assimilation. In 1975, an immigrant policy was adopted to transition Sweden's immigration approach from assimilation to foster multiculturalism (Valenta & Bunar, 2010). Sweden signed the United Nations Convention Relating to the Status of Refugees and therefore shall examine applications of individuals seeking asylum individually. The Swedish refugee integration program, revised in the 1990's, incorporates greater flexibility in management under the Migration Agency. The principal concept from the 1975 integration policy still remains for the equality, freedom of choice, and partnership. Refugees are afforded the same rights as Swedish citizens and the integration process calls for a mutual adjustment and adaptation of migrants and mainstream ethnic Swedes. Immigrants and their children are encouraged to naturalize and the requirements are not restrictive (Westin, 2006).

Application Process. The applications are reviewed and considered by the Migration Agency. Refugees will complete an application form when they arrive at the border or at one of the agency's application units located at Gävle, Göteborg, Malmö, Märsta, Norrköping and Stockholm. The review process allows for the agency to verify an individual's identity and assess their grounds for asylum. The agency reviews each application for asylum individually and may conduct interviews during which refugees may have translators and/or legal counsel

present. Sweden requires that refugees over the age of 14 are fingerprinted by the agency and have their fingerprints screened and entered in the Eurodac database (Migrationsverket, 2016).

The agency attempts to come to a decision for an application within three months, but it may take longer if a refugee is unable to provide proof of their identity or reason for asylum. Also due to the large number of people entering and seeking asylum from Syria, Eritrea, Somalia, and Iraq waiting times have also increased. The Swedish Migration Agency granted 90% of Syrian applications asylum in 2015 with an average time of 229 days from receipt to approval (Migrationsverket, 2016). The Swedish Migration Agency announced that its 2016 measures aim to reduce processing times (Government Offices of Sweden, 2016). Figure 4 is a visual guide to the asylum process in Sweden:

Figure 4. Guide to the Swedish Asylum Process



Information om Sverige. (2016). From asylum to work.

Integration Process. Applications that have been accepted are given a residence permit in Sweden. Individuals must establish themselves in the labor market with the assistance of the Swedish Employment Service, and they must obtain a personal identity number from the Swedish Tax Agency (Information om Sverige, 2016). Refugees are also permitted to choose where they wanted to reside, which places greater pressure on major cities with strong labor markets in Sweden (Westin, 2006). An interview at Employment Services assists the refugee in setting up education, training, and work placement or immigrants may also choose to seek on their own work (Information om Sverige, 2016). Further explanation of these services will be discussed in greater detail in the sections below. The government's policy efforts focus on making integration in the labor market easier for new workers, including both young people who are seeking their first jobs (Fredlund-Blomst, 2014).

Sweden believes that refugees are entitled to instruction in civic orientation. Swedish municipalities are responsible for civic orientation to help refugees learn more about Swedish society and courses can be taught in the native language of a refugee. The material provides information on Swedish history and culture, geography, politics and elections, healthcare, housing, labor market, education, individual rights, laws on marriage, pension, and childcare. The civic education material is also available in several languages to use online or download (Information om Sverige, 2016).

Sweden is one of six countries that does not incorporate a language requirement for citizenship (Banulescu-Bogdan, 2012). However, it is imperative for refugees to learn Swedish as soon as possible to become established in society. Swedish for Immigrants (SFI) provides basic training in the Swedish language. SFI consists of four courses, which can be started at any time by following the syllabus developed by the Swedish National Agency of Education. Municipalities are also responsible for administering the SFI program and individuals must pass all four courses to apply for higher education in Sweden (Information om Sverige, 2016). Once a refugee has resided in Sweden for a minimum of five years, they may apply for citizenship. Figure 5 below is a comparison of Sweden's citizenship policies compared to other nations:

Figure 5. Citizenship Policy Comparison

	Australia	United Kingdom	Canada	France	Germany	The Netherlands	United States	Norway	Sweden
Years of residence	4 years, at least 3 years permanent residence	5 years, permanent residence	3 years, at least 2 years of permanent residence	5 years, continuous	8 years, habitual legal residence	5 years, continuous	5 years, permanent residence	7 years within the past 10 years, resident and work permit statuses count	5 years, residence across temporary and permanent residence permit
Language requirement	yes	yes	yes	yes	yes	yes	yes	yes	no
Civics/country knowledge requirement	yes	yes	yes	yes*	yes	yes	yes	yes	no
"Good Character" requirement	yes	no	no	yes	no*	no	yes	no	yes
Dual citizenship	yes	yes	yes	yes	no*	no	yes*	no	yes
Birthright citizenship	yes	yes	yes	yes	yes	yes	yes	no	Upon application
Administrative fees for ordinary naturalization, in country (euros)	€198 (\$242)	€850 (\$1,040)	€148 (\$181)	€ 0	€255 (\$312)	€567 (\$694)	€552 (\$680)	€316 (\$386)	€146 (\$178)
Naturalization rate (OECD 2007)	81%	67%	89%	47%	37%	78%	50%	70%	82%

Sources: European Union Democracy Observatory (EUDO) 2010 for European countries, Organization for Economic Co-operation and Development (OECD) 2011 for non-European countries and "Naturalization Rate."
*For "normal" naturalization procedure (i.e. not through spouse or refugee status).

Banulescu-Bogdan, N. (2012). *Shaping citizenship policies to strengthen immigrant integration. Migration policy.*

Along with the Swedish Migration Agency, refugee integration policies are also facilitated by several ministries and agencies within, such as the Ministry of Employment, Ministry of Integration, Agency for Economic and Regional Growth, Agency for Education, Social Insurance Agency, Alien Affairs, Swedish Public Employment Service, and local municipalities (Migrationsverket, 2016).

Program Challenges

Despite substantial assistance from the state, refugees in Sweden have significantly lower standards of living compared to Swedish citizens. Refugees also have unemployment rates that are three times higher than indigenous Swedes and are typically found to be over-represented in low-income occupations. While other western European nations are experiencing similar challenges, Swedish authorities have high expectations due to the highly developed public

system to help equalize any differences in employment (Valenta & Bunar, 2010). Wilson (1995) explains that critics of Sweden's program argue that the cash benefits awarded to refugees produce a culture of dependence and marginalization of certain refugee groups will continue to increase (as cited by Valenta & Bunar, 2010).

However, the Swedish Migration Agency has established introduction programs to help facilitate the integration of refugees into the labor market and also instructs municipalities on how to assist refugees through the process (Valenta & Bunar, 2010). The Swedish government promotes measures such as reduced tax on earned income in several stages and reduced employer's contributions to make it more worthwhile to employ refugees and promote job growth, therefore contributing to better integration (Ministry of Integration and Gender Equality, 2009). The Swedish government has also focused its agenda concerning employment of refugee youths, between the ages of 18-25. Emphasis is placed on youths registering for Public Employment Services and those who obtain a job offer or job training within 90 days to help avoid mismatching skill sets (European Commission, 2015).

Despite program results evidencing large percentages of refugees working after completion, many inequalities remain between refugees and the native population, most prominently in the quality of health, education, income, and housing (Valenta & Bunar, 2010). Wrench (2007) advises that ethnic inequality persists in Sweden due to lack of equal opportunity policies, positive embracement of diversity in management, and the quality and scope of the facilitators working with refugees (as cited by Valenta & Bunar, 2010).

The Swedish Government announced that in 2016, in an effort to help alleviate costs and free up housing accommodations for incoming refugees, refugees granted with residence permits will be systematically discharged from the Migration Agency accommodations once new housing is arranged, meaning that individuals with residence permits will no longer be allowed to reject housing allocations (Government Offices of Sweden, 2016).

Sweden, as with many European nations, has not had a comprehensive evaluation of its refugee program. In 2009, Malmö University published a study on the employment integration of resettled refugees in Sweden. The publication provided research on employment experiences, outcomes, and strategies of different refugee groups (i.e. Vietnam, Bosnia, Serbia, Liberia, and Leone) that have resettled in Sweden and such findings will be discussed in further analysis throughout (European Resettlement Network, 2013).

Government's Role in Educating Swedish Communities

There is a strong link between the long-term stability of host societies and the sense of belonging that refugees experience. Local communities are challenged with building a social and hospitable society where the rights are respected. The challenge of integration therefore is not only of the refugees but the local communities as well (Ali, 2001). The Swedish Ministry of Integration and Migration Agency are dependent on municipalities adhering to state policies for building partnerships and networks with local populations to integrate refugees. The government also encourages efforts of nonprofit groups, such as the Transnational Foundation for Peace and Future Research, in providing opportunities for Swedes to learn more about refugees and help communities facilitate integration dialogue (Ministry of Integration and Gender Equality, 2009; Transnational Foundation for Peace and Future Research, 2016).

As previously mentioned, the Swedish Migration Agency and local municipalities are also struggling with the increased numbers of unaccompanied minors entering the country for

asylum. The Migration Agency and local municipalities, such as Götene, have placed online pleas requesting that families who are interested in fostering a child register with the agency for a potential placement. It also suggests that interested families contact the local municipalities' social services for additional information. Also, due to the housing crisis in Sweden, the Swedish Migration Agency has also encouraged citizens that have spare rooms to contact their local authorities to help facilitate housing (Götene Kommun, 2015).

Local Government's Role in Refugee Integration

In 2010, The Ministry of Integration and Gender Equality (2009) created a structure that all counties and municipalities must adhere to along with 10 billion kroners to fund the mandate. The grant will focus on the growth of the labor market (2009). This policy was implemented to create a more efficient system between the national, county and local governments. However it has been modified in late 2015 due to the overwhelming influx of refugees in 2015. The Ministry of Integration and Gender Equality implemented a policy granting only temporary Swedish residency to refugees.

Municipal Responsibility

Local municipalities are responsible for implementing and evaluating the following areas of refugee integration: step-in jobs, introduction dialogue/organized resettlement, adult training, mentoring, non-native entrepreneurship, education and health for children, and surveying (Ministry of Integration and Gender Equality, 2009). The step-in jobs program is a highly subsidized (75 cents per dollar) rapid employment program for unemployed refugees. The Integration Ministry hopes that this will expedite the labor market and facilitate the acquisition of language (2009). The Ministry of Finance (2015) reported that in December 2015 Sweden's GDP rose to 3.6 and unemployment is expected to fall to 6.5% by 2017. The Swedish National Audit Office (2013) finds that the program generally works. However there are some areas that local governments and the national government could improve.

First there is only a presumed and even possible spurious correlation between the step-in program and the rise in GDP. Similarly the National Audit Office (2013) confirms that only about 2,500 refugees participate in the program as opposed to the target of 4,000 a year, leading to a high unemployment rate of entering immigrants. One thought is that the new start jobs program conflicts with step-in jobs (2013). Through empirical research, the Audit Office (2013) discovered that there was no comparison group to groups that went through the step-in program so better evaluative tools are needed to properly assess the success of the program. Also the step-in programs require long hours and infringe on refugee's studies of learning the language, therefore localities need to create procedures to monitor the language acquisition more effectively (2013).

The locality is tasked to provide an action plan upon 30 days of registering for asylum to find the immigrant a location within Sweden that is best suited for his or her skill sets and needs of the labor force (Ministry of Integration, 2009). Immigrants are assigned a local caseworker that helps the immigrant find job resources, resume assistance, and an agreement that the immigrant will look for jobs and learn Swedish. The caseworker also monitors the immigrant's activity report on how many and what kind of jobs the unemployed person is seeking. These combined plans provide the foundation to finding permanent employment (Ministry of Employment, 2013).

Through the assistance of the national government, municipalities help new immigrants find a network of similarly skilled workers both native and non-native of Sweden. The local government, along with higher authorities, tries to place each immigrant into a three-year mentoring program. The mentors will have similar education and job skill sets and will continue to help to introduce the immigrant into other networks and opportunities. The national government has invested an additional 5 million in funding a year to fund this program (Ministry of Integration, 2009).

Similarly, the federal government is providing 15 million in funding for 22,800 vocational facilities for municipalities to host training courses within their jurisdictions. Their caseworker will evaluate their skill set and determine the best plan of action for each adult immigrant. Many of the immigrants who enter Sweden are skilled vocational laborers. An evaluation of their skillset by local social workers will help determine the kind of skillsets already obtained and the skills needed to acquire in order to integrate into the society faster (Ministry of Integration, 2009).

These training programs are not compulsory despite being central to refugee's individual plans to assist them. It is the responsibility of municipalities to decide whether and/or how to penalize a refugee that withdraws or irregularly fulfills their individual plan requirements. Some municipalities do not reduce their level of economic support rather than undertake an investigation of a refugee, due to it being more economically feasible to keep paying the same amount of money (Valenta & Bunar, 2010).

Sweden discovered that non-native entrepreneurs have a more difficult time obtaining start-up money and becoming successful than their native counterparts. The Swedish government allocated 20 million in grant funding to help non-native start-up business as well as work with local lenders to provide more capital lending to immigrants. The localities are tasked to compile data on successful women and non-native own businesses in their jurisdiction (Ministry of Integration, 2009).

Sweden is investing significant amounts of money (almost SEK 4 billion) in their school system to help students who are not achieving the benchmarks set forth by the state. The localities are tasked to provide enriching education for students to choose from either vocational skills or higher education (Ministry of Integration, 2009).

Sweden is also having difficulty with the residential assistance provided to refugees. Refugees have the option of either allowing the Migration Agency to select their settlement location within the country or the refugees may "self-resettle" where they manage their own settlement affairs and location and are allowed to maintain a certain level of economic support through the state. Refugees that allow the state to resettle them are often dispersed in the countryside throughout Sweden. Program evaluation results show that this method may inhibit social and employment integration due to refugees experiencing a lack of proximity to other family, friends, and well-established ethnic communities in other parts of Sweden. As a result, refugees often move away from remote locations, known typically as second migration. On the other hand, Swedish authorities are also challenged by refugees who choose to manage their own resettlement and resettle in urban locations that already have high concentrations of refugees (Valenta & Bunar, 2010).

Finally it is up to the municipality to track the progress of asylum seekers in all of these parameters mentioned above. These data allow the municipalities and state to know how the programs are working and where to adjust their focus based on needs of the community. It is especially important to track education and job placement of refugees in order to fully transition

into Swedish life (Ministry of Integration, 2009).

Growing Local Opposition

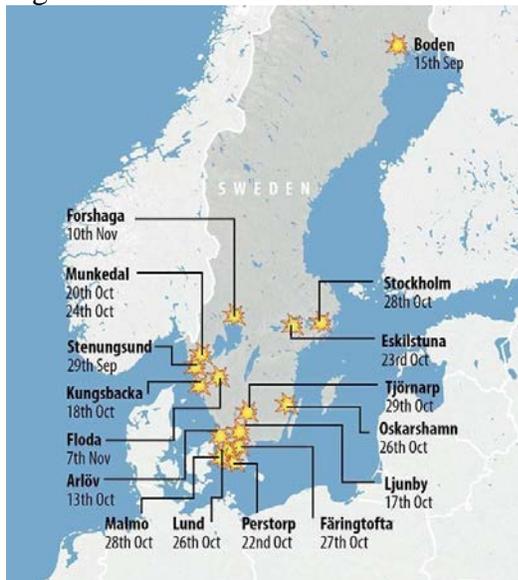
However, with surge of refugees pouring into the country there has been some strong local opposition to the influx of Syrian asylum seekers. All over the country there have been accounts of citizens' unrest toward refugees. In Malmo, Sweden and other border cities, police have submitted a letter to the national government to issue 2,500 additional officers to help with border patrol and to help keep the peace in the areas that have the greatest influx of refugees (Clark, 2016). The officers indicate that they are unable to perform their regular tasks and need more assistance in patrolling and an increase in civilian support staff (2016).

Since September 2015, there have been 17 arson attacks on proposed locations for refugee housing. See Figure 6 below. While Figure 6 only references 16 attacks, the most recent attack in November 2015 was in the small town of Tärnsjö north of Stockholm. Local Immigration Councilor, Michael Ohman, a far-right member of the Sweden Democrats party said,

“Racial tension has divided the village into two groups; those who support the immigrants and those who want them gone. The village integration works badly because people don't want immigrants in the village. We have the highest tax rate in the county because we are paying for so many immigrants” (Anderson, 2015).

The Counselor continues to voice concerns about the risk of someone actually getting hurt in these attacks. He laments that immigrants “get 200 Kroner (£20) a week and free housing, and who pays for that? Us, taxpayers” (Anderson, 2015).

Figure 6: Location Earmarked to House Refugees have Burned



Anderson, U. (2016). The tranquil Swedish village living hell refugee invasion.

Other violent attacks include an attempted double homicide in Trollhattan. This town is known for its multiculturalism and accepting attitudes of immigrants. A young man went into a high school wearing a Darth Vader mask and stabbed a teacher of Iraqi descent and a 15 year old boy whose last name was Hussan (Reid, 2015). Similarly, Sweden now has the second highest account of reported rapes in the world right behind Lesotho, Africa (2015).

Localities are beginning to fight back. Reports indicate that locals from the anti-immigrant Sweden Democrats party have distributed flyers in Greece, Turkey and Hungary stating that immigrants are not wanted in Sweden, that there are no jobs, high accounts of rape, and asylum seekers will only get a tent in the cold Swedish winter (Reid, 2015).

The port town of Härnösand is contesting Sweden's Migration Board application to dock a luxury cruise ship to house 1,800 refugees while they wait for their asylum status to clear (Allehanda, 2016). The Swedish government applied for a four-year lease of the dock. However the local Härnösand council is likely to reject the proposal on the grounds that it is commercial port and not zoned for residential establishment. The town has every authority to reject the State's request (2016).

Overall, there is widespread support of localities welcoming refugees into their cities. Nationally funded, localities try to integrate asylum seekers as quickly as possible into Swedish culture. However, the strain on the economy and on the citizenry is beginning to show. The Swedish Democrats have strong vocal opposition to the immigrants with 13% support from the country. This conservative party is actively resisting asylum seekers entering the country, and that can now be seen in some of the localities policy decisions.

Nonprofits Role in Integrating Refugees

The United Nations High Commission on Refugees (UNHCR) is the primary nongovernmental agency that helps refugees in Sweden. UNHCR provides and advocates for refugees around the world. The organization helps those who want to return home do so and helps those who cannot rebuild with “life-saving essentials including shelter, water, food, safety and protection” (United Nations High Council on Refugees (a), 2015).

The UNHCR specifically focuses on helping reunite family members and guiding refugees through the Swedish asylum process with expert advice so that asylum seekers remain informed through the entire process (Northern Europe UNHCR, 2015). They have five program areas: law and policy, access to quality asylum, resettlement and integration, statelessness, age/gender/and participatory approaches (Northern Europe UNHCR, 2015). UNHCR prides itself on their relationships with non-governmental organizations (NGO) and channels funding through local agencies (UNHCR (b), 2015). UNHCR understands that local agencies have “local expertise and the capability to become operational on short notice in emergency situations” (UNHCR (b), 2015).

The Swedish Red Cross (a partner agency of UNHCR) is the welcome wagon for weary refugees. The Swedish Red Cross has organized a massive citizen volunteer effort to provide first aid, information about the asylum process and how to travel around Sweden in a multitude of languages, family reuniting registries, nourishing food and water and a warm welcome. This simple gesture builds bridges for faster integration (International Federation of the Red Cross, 2015).

The Church of Sweden is also a strong force in the integration and support of refugees. Refugees are entering Sweden even in 17 degree Fahrenheit weather wearing ill equipped

clothing. The church is making sure that refugees not only get their cold clothing allotment as designated by law but making sure that people have access to transportation to clothing stores (Goldstein, 2012). The church's stance on refugees is:

“All people are created in God's image and one of the foundations of the Christian faith is not to differentiate between people. Jesus, who was himself a refugee, shows in words and deeds the example of love: to love one's neighbor. In the refugee situation, the Swedish Church has an important diaconal and charitable responsibility” (Church of Ireland Gazette, 2015).

Finally, a new NGO has emerged to make sure that refugees have safe routes to countries in the European Union: Refugee Air. This is a Swedish based organization that started through the generosity of Sweden's most influential professionals being uncomfortable with the idea of people drowning in the Mediterranean Sea or being killed in smuggling attempts. Refugee Air safely flies refugees to EU countries to begin rebuilding their lives (Refugee Air, 2015).

Nonprofits and other NGOs play a vital role in Swedish communities in helping refugees integrate into Swedish society. They provide expertise and mobilize a ground force team without the government bureaucracy.

Nonprofits and Governments Working Together

The Swedish government relies on the work of local nonprofits and other NGOs in order to understand the local needs and implement a targeted strategy for successful integration (Ministry of Integration, 2009). The Swedish government understands that NGOs can more effectively help with local issues and the government allocates funding to NGOs who handle refugee issues within the community (2009).

The UNHCR plays a vital role in the collaboration between all levels of Swedish government and NGOs. As mentioned previously, The Northern European division of the UNHCR focuses on law and policy, access to quality asylum, resettlement and integration, statelessness, age/gender/and participatory approaches. The UNHCR works closely with the Swedish Ministry of Foreign Affairs, The Swedish International Development Cooperation Agency, The Swedish Civil Contingency Agency, The Ministry of Justice, and the Swedish Migration Agency (Northern Europe UNHCR, 2015). Finally the UNHCR supports the growth for capacity of the Swedish Migration Courts (2015).

Transnational Foundation for Peace and Future Research is an independent think tank that focuses on developing a sense of community, facilitating a sharing of refugee backgrounds, and promoting conflict-mitigation and reconciliation in mix-multicultural communities. The foundation currently has three projects on various aspects of refugee integration into Swedish society (Transnational Foundation for Peace and Future Research, 2016).

To assist refugees in navigating the asylum process and legal counseling, Caritas Sverige and FARR Swedish Network of Asylum and Refugee Support Groups are two separate nonprofit organizations that assist asylum seekers who are applying for asylum or were rejected. They also serve to monitor the asylum practices and provide some material assistance to refugees (Platform for International Cooperation on Undocumented Migrants, 2016).

In the midst of civil unrest, local governments and police are working with mosques to educate its citizenry on Islam. After a few too many arson attacks on mosques, the police have increased security across cities to prevent further attempts on these places of worship (BBC

Europe News, 2015).

Integration Technique Recommendations for Local Municipalities

Sweden, along with Finland and Norway, has some of the most generous refugee, asylum, and integration policies in Europe. However, towards the end of 2015 Sweden's policy makers began reevaluating their asylum and border policies. As mentioned previously, Sweden is anticipating rejecting about 70,000 asylum applications in 2016. Furthermore, the Swedish government is proposing offering recognized refugees a three-year temporary residence, which if approved will go into effect in April 2016. While policies are tightening in Sweden, it still has the most expansive policies for refugees in Europe (Tanner, 2016).

The Swedish government agencies and local municipalities are struggling to strike balance between robust policies that ensure refugees are acquiring the necessary tools to succeed and accommodating an ever growing number of refugees entering the country. Swedish policies on providing asylum to refugees is an important symbol of acceptance and as their policies become more restrictive, it is seen as means of barring entry to certain refugees. Furthermore, as mentioned previously the political polarization context of the refugee crisis in Sweden has complicated ongoing commitment of some municipalities that receive refugees with racial tensions growing (European Resettlement Network, 2013). Below are some recommendations for localities to facilitate positive introduction to Swedish society.

Cultural Integration

Refugees and their families are under a lot of stress due to the emotional, physical, and economic hardships they face. Their experiences may influence their adjustment to a new country, preparedness and ability to engage with the government. Local municipalities engagement processes with refugees straddle a fine line of being sensitive to refugees' experiences while also imposing of Swedish values to help integration. Dr. Jamal Al-Suwaidi, Director General of the Emirates Center for Strategic Studies and Research, noted in a recent interview that, "Swedes tend to be meek about imposing their own culture and values...but we can teach tolerance, and make it an international value" (The Local, 2016).

To help cope with the increase in refugees, local municipalities in rural and regional communities across Sweden might appeal to the non-government sector for participation in facilitating support services. NGO's can assist by increasing the capacity and service delivery of support to refugees through local government. NGO programs and services may also help refugees understand local communities, orientation to Swedish culture, and decrease their marginalization in local communities. As mentioned previously, local municipalities are responsible with providing housing and assistance to thousands of unaccompanied minors that have sought asylum in Sweden as well. NGO's may help municipalities facilitate effective and efficient coordination of placing unaccompanied minors with Swedish families that have the capacity to provide shelter and care for these children.

Local municipalities that volunteer to participate in receiving refugees are responsible for several support services, which can have limited access depending on the location of the community or resources available such as housing or Swedish language courses. Acquiring greater assistance from NGO's to facilitate domestic cultural integration and expansion of mutual inter-cultural relations between the native Swedish population and recently settled refugees could

prove beneficial in better integration and relieve the burden of local municipalities. Increased coordination and co-operation across more municipalities and NGO's on integration activities for refugees may be challenging since NGO's are not typically involved in resettlement processes in Sweden. However, in some local municipalities, NGO's do provide services that complement local integration programs for refugees (European Resettlement Network, 2013).

NGO's may act as mediators of acculturation and build tolerance between local and refugee populations. Local municipalities that choose to work with NGO's can establish benchmarks for diversifying their communities by increasing engagement opportunities, events, and decrease discrimination and conflict societal institutions (Gray & Elliot, 2011). Swedish municipalities may also want to consider identifying pre-existing ethnic communities in the region that would be able to support recently settled refugees. This will help prevent isolation and retention of a refugee's culture at least in the short term to help them adjust emotionally, provide socioeconomic support, and promote a sense of belonging to Swedish society (Gray & Elliot, 2001).

Economic Integration

As discussed earlier, Sweden has very strong policies in place to assist refugee integration into the labor market. Sweden holds a strong belief that labor market participation is a crucial component to integration in Swedish society and has grand ambitions to get refugee youths involved in the workforce right away. To help combat downward mobility, Sweden has a mentorship program that was mentioned previously. In order to obtain employment or develop a successful business in Sweden, it is good to have knowledge of how Swedish business works and access to the right networks.

Swedish Public Employment Services and Migration Agency should continue to fund the mentorship program and engagement with professional organizations. Fostering an on-going partnership to help avoid mismatching skills, establish qualifications, and professional knowledge of refugees may help limit the skills gap and reduce institutional barriers for refugees to obtain employment comparable to what they had in their homeland (Gray & Elliot, 2001).

Some refugees will not be able to acclimate or find employment opportunities within Sweden. As a result, refugees may respond by developing their businesses based on their ethnic capitalism, referred to as, "ethnic entrepreneurship". Refugees have their own set of needs, tastes, and preferences that cannot be met by the non-ethnic center, resulting in businesses to fill an ethnic niche. This phenomenon has been observed in the context of Middle Eastern refugees' settlement in Finland (Valton, 1998 as cited by Gray & Elliot, 2001). Public Employment Services and local municipalities should continue to provide entrepreneurial grants to refugees seeking to start their own businesses and promote access to local lending institutions for investment.

Social Integration

Given the housing crisis, Sweden needs to establish more available housing. Permitting temporary building and planning regulations to help simplify methods for acquiring building permits, building regulations, and re-zoning existing buildings for redevelopment into apartments. Municipalities should consider applying for grants for appropriations for housing construction (Government Offices of Sweden, 2015). Providing housing or finances for housing

development for refugees will help create stability for families. Municipalities should also work with housing providers and NGOs at a greater scale to facilitate development or locating available housing for refugees.

Local municipalities may also apply for grants from the central government to assist local agencies, NGO's, and civil society organizations to introduce refugees in the community (Government Offices of Sweden, 2015). Local municipalities should appeal to NGO's operating in Sweden to work together in gaining public support of refugee integration efforts. There are many longstanding NGO's, such as the aforementioned Swedish Red Cross and Swedish Save the Children, that have been involved in projects across Swedish communities and regions. NGOs in Sweden are very diverse and are highly valued for their ability to influence public opinion in Sweden (GlobalNet, 2000). Their ability to be at the forefront of lobbying efforts and campaign activities can prove useful for local municipalities and the Swedish government to help re-engage Swedish citizens' awareness of integration efforts of refugees in Swedish society.

Localities should consider developing a campaign to promote solidarity within local communities that addresses refugee integration in formal and informal societal institutions. Encouraging the cooperation of Swedish citizens to volunteer as catalysts to assist with refugee integration in society would be a bottom-up process. Swedish citizens could facilitate the integration process through their social and/or peer networks such as churches, community organizations, and other associations to allow for regular social contact. Swedish municipalities should also consider recruiting retired schoolteachers to volunteer with teaching new refugee arrivals. Swedish municipalities also have an opportunity to strengthen measures of civic engagement among immigrant youth populations to help youths take up their eligible rights and assist overcoming discrimination and help build local capacity to handle unexpected events (Kim & Anna, n.d.).

Leadership Type to Facilitate Integration

Swedish citizens have bestowed a very high level of trust and confidence in the Swedish central government and local municipalities to handle the refugee situation responsibly. In the face of an array of challenges brought on by the refugee crisis and increasing uncertainty and unpredictable social and economic conditions, focus of public governance and leadership is bound to shift. There is a deep interconnectedness of the refugee crisis that faces Sweden. Allowing government to embrace change and collaboration with other formal and informal frameworks calls for an approach that incorporates adaptive collaborative processes. Collaborative governance places emphasis on solving public problems and creating public value through collaboration across traditional boundaries, including jurisdiction, organization, and sector (Morse, 2012).

Sweden is renowned for its multidisciplinary approach and ability to explore and mobilize adaptive collaborative governance in management of environmental commons. Local municipalities could achieve the aforementioned goals by adapting the blueprint used for environmental governance which have led to novel ideas and diverse ways of achieving mutually beneficial system transformations (Cusicanqui, 2014). Cusicanqui (2014) used the following as a core determinant of the adaptive capacity of Sweden's governance of the environment:

“Adaptability responds to the uncertainty and change that characterize complex systems and catalyzes attention on fostering resilience and building adaptive capacity. Arrangements in structure and function need flexibility to counter uncertainty as well as platforms to learn from

feedback. Learning takes place individually and collectively. It is a social process and outcome arrived at by the participation and interaction of diverse actors who learn by doing and modifying their actions based on feedback” (Cusicanqui, 2014).

This measure can be applied to Sweden’s governance of assisting refugees and managing integration within its borders and working with international stakeholders. The element mentioned above can help promote coordination of private, public, and NGO partnerships to explore alternative systems and develop alternative strategies to managing the refugee crisis and fulfilling the goals. Bringing together a variety of stakeholders to act collaboratively may also create significant public value that would otherwise go unrealized. Collaborative governance requires leadership that can identify differences and use them to forge collaboration, strengthen their network, and promote mutually beneficial working relationships across diverse stakeholders (Morse, 2012).

Leaders at all levels of governance are challenged with operating outside their comfort zone in times of uncertainty and crises. Many European leaders have chosen to remain shuttered from developing partnerships due to conflicting interests, policy perspectives, cultures and values. There is a serious lack of relationship capital, which is inhibiting cooperation in developing a better plan or process of assisting the refugees through this international crisis. Local leaders and nonprofit organizations have the greatest advantage to create regional networks in Sweden and its borders and build relationship capital to develop trust and understanding between one another and various stakeholders to address challenges and opportunities with the refugee crisis in Sweden.

Training to Develop Skills

There is an array of skills that municipality leaders should have such as political skills, management and leadership skills, good communication and interpersonal skills, and be adept at motivating staff. Municipality leaders should also have several important personality traits, such as honesty, open-mindedness, loyalty, and ethical behavior. Overall, local municipality leaders should have commitment to promoting the public good. Leadership skills of Swedish municipal leaders will vary and that is what makes their effectiveness unique (Ricucci, 2015).

Ideally, to promote collaborative governance, local leaders and their networks will possess multiple skills to be able to empower citizens and improve delivery of services and programs to refugee populations. Building bridges within the communities between the agencies, sectors, native populations, refugees and other stakeholders is paramount (Ricucci, 2015). Helping to demystify cultural and operational difference between local agencies, service providers, NGO’s, refugees, and local communities starts by developing relationships and meaningful conversations about the challenges at hand. A leader must be able to connect with stakeholders regionally and locally and encourage participatory, innovative approaches to address local challenges of the refugee crisis.

Municipal leaders with such skills serve to act as bridges: capable of developing a shared understanding amongst stakeholders and capable of applying the understanding when problem solving. Such individuals understand how agencies work and act as knowledge brokers serving multiple roles with participating organizations, making personal connections for collaborative plans.

Conclusion

At the present time, the refugee crisis does not appear to be diminishing as conflict wages on. The national policies, institutional structures, and cultural values analyzed above have the capability of adapting characteristics of collaborative governance in the context of the refugee crisis. The reconfiguring of Sweden's formal and informal institutions to become more adaptive in managing the crisis is dependent on strong collaborative governance and management by municipal leaders. Building greater consensus and aligning private businesses, government at all levels, nonprofit organizations, Swedish society and refugees is necessary in order to address several challenges facing both Sweden and its refugee population. The level of resources provided to municipalities and commitment by local municipal leaders and stakeholders in fulfilling the proposed goals for alleviating the strains of the crisis will be paramount and may vary across regions.

There is no denying that Sweden has been at the forefront in providing assistance to refugees in conflict areas and in offering protection via asylum within Sweden as well. Sweden has historically led to support and protect the health, rights, and security of its citizens and individuals in underdeveloped and conflict areas. As evidenced in the analysis, Sweden has undertaken a large portion of the international burden in handling the on-going refugee crisis to date. Working Sweden's formal and informal institutions and systems have shown weaknesses in effectively handling the influx of refugees at the current rate, thereby threatening its long-term resiliency.

Sweden has the opportunity to enable alternative perspectives for more collaborative governance through adaptation of policies to shift perspective for the Swedish governments, private businesses, nonprofit organizations, and Swedish society to work together with refugees in settling in Sweden and integrating into Swedish society. Furthermore, collaborative governance characteristics will help set new precedence of interacting with countries in the European Union and Sweden's bordering countries. Promoting collective action within the Europe builds greater capacity in assisting refugees and reduces vulnerability in the face of unexpected events. It will also enhance their understanding of the Swedish systems (private, public, and social) responding to the crisis across various scales, their ability to cope with change and uncertainty, and accepting responsibility and co-management in the dispersal of refugees fleeing the conflict.

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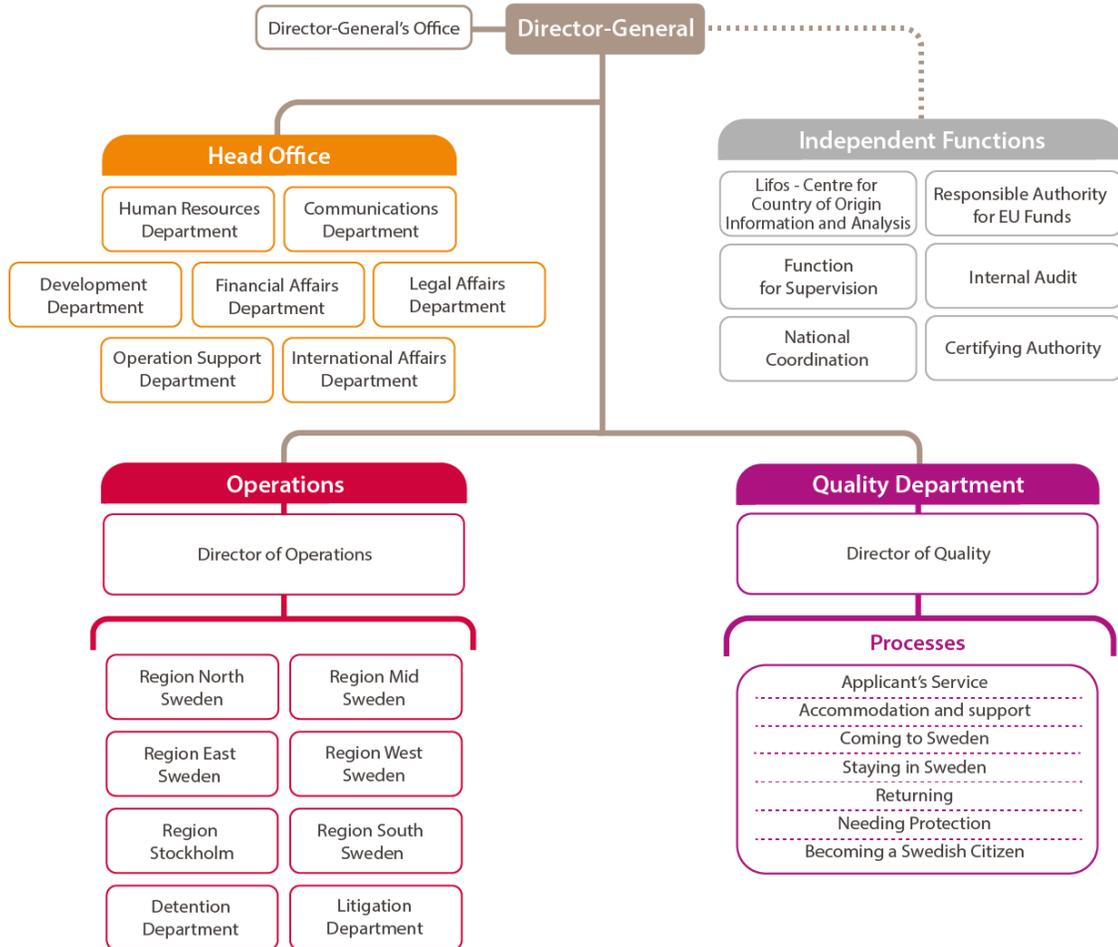
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Appendix “A”

Swedish Migration Agency



Refugee Country Reports: Turkey

Municipal Government Response

Ida V. Eskamani & Matthew Nabbie

University of Central Florida

Turkey Introduction

Within Turkey's borders, the Syrian refugee crisis is both an issue of integration and security, with social, economic, and political dimensions (Orhan, 2015, p. 34). Though estimates vary, the most recent data indicates that as many as 2.5 Syrian refugees reside in Turkey (BBC, 2016). Those municipalities along the Turkey-Syria border face the largest numbers of refugees and greatest challenges to integration. This research examines Turkey's approach towards this humanitarian crisis and mass migration within its borders. The study highlights the historical context of this crisis, as well as current policies and strategies focused on regulation of refugees, and education of native populations regarding refugees. Recommendations are also enumerated, followed by an analysis of leadership and assessment of required skills to implement a holistic integration strategy. Turkey faces many unforeseen and unprecedented challenges. This research hopes to encapsulate these challenges, as well as assist local governments in addressing this crisis with comprehensive and successful strategies benefiting both local and refugee populations.

1. What are the trends in the country for refugee introduction, and how many refugees are expected in the next 5 years?

According to a report published by the TransAtlantic Council on Migration, as of April 2015 Turkey hosts the world's largest community of Syrian refugees displaced by the ongoing conflict in their homeland (Icduygu, 2015). A report conducted by the The UN Refugee Agency (UNHCR) indicates that Turkey is also home to a growing number of Afghans, Iraqis and Iranians seeking asylum (UNHCR, 2015). The total numbers of refugees is difficult to estimate, as many enter Turkey without any form of registration. As of mid-March 2015, the United Nations (UN) estimated Turkey's Syrian refugee population at more than 1.7 million (Icduygu, 2015); while a recent story published by the British Broadcasting Company (BBC) estimates the total Syrian refugee population in Turkey at 2.5 million (BBC, 2016).

Turkey approached the Syrian refugee crisis with the opinion that the humanitarian conflict would be short-lived, and that displaced Syrians would soon be able to return home. Thus, the country instituted an "open door" policy that garnered much praise, and designated itself as a temporary protection regime with a policy of non-refoulement. However, as the conflict in Syria enters its fifth year and conditions continue to deteriorate, a long-term solution is required (Icduygu, 2015). The UNHCR states that 22 refugee camps were established in 2015, with an addition two camps under construction (UNHCR, 2015). Most notable, UN High Commissioner for Refugees, António Guterres described Turkey as "a great example for other countries in a world where borders are becoming impassable for refugees" (Ghabra, 2015). In an effort to prevent migrants from making their way to Europe, European Union (EU) nations have

pledged \$3.3 billion to Turkey to assist in supporting its refugee population (Madhani, 2016). The Turkish government has spent nearly \$8 billion on humanitarian assistance for the Syrian refugee population, and estimates another \$11 billion in lost revenue from trade and tourism since the crisis began in 2011 (Ghabra, 2015).

The Syria Regional Refugee Response reports that the total number of registered refugees fleeing Syria surpasses 4.5 million, with more than half of those within Turkey's borders (Syria Regional Refugee Response, 2016). Most recently, the European Union (EU) and the government of Turkey brokered a deal, stating that all refugees who cross into Greece illegally will be sent to Turkey; in return the EU will accept a small number of refugees from Turkey, and Turkey will be rewarded with financial support, early visa-free travel as well as an "unfreezing" of Turkey's bid for EU membership (Pamuk & Baczynska, 2016). Consequently, it is likely Turkey's refugee population will continue to increase.

2. What are public perceptions of refugees, and how have they changed from 2014 to the present time?

Turkey does not identify itself a country of immigration due a national collective consciousness of paying little attention to the immigration in Turkey (Tolay, 2014, p. 8). A study conducted in 2014 determined that generally, the issue of refugees in Turkey is typically apolitical, except in the case of Syrian refugees (Tolay, 2014, p. 1). The general Turkish population is unaware of distinctions among refugees and migrant workers, and in 2014 Turks' public perception of Syrian refugees represented an extension of traditional Turkish hospitality (Keskin, 2015; Tolay, 2014, p. 2).

Turkey garnered international praise for this approach, and general consensus among Turks held that the EU, with the exception of Turkey, must shoulder a greater burden of hosting refugees reflective of Turkey's commitment. In present time, the hospitality that was previously extended has diminished. As the Syrian refugee population climbs, Turks have experienced increased economic burdens and a challenged national identity (Kirisici, 2003; Tolay, 2014).

Anti-Arab sentiments rooted in centuries of conflict contribute to the growing resentment among Turks, and the Turkish government, along with Syrian refugees, face backlash as hospitality wanes. The main opposition party in Turkey, the Republican People's Party (CHP) released a 72-page report titled "Syria and Iraqi crises: The Costs Turkey Pays" further fueling tensions regarding Turkey's policies towards Syrian refugees. According to the report, Turkey's strategy towards the refugee crisis has cost the nation a total of \$16.56 billion combined in costs and losses of revenue (Taştekin, 2015).

Furthermore, public perception of the refugees presenting a sizeable security threat at the local and national level has heightened. Major metropolitan areas have faced severe terrorist attacks, and public fears of “Peshawarization,” perceived as the domination of radical terror groups, has increased (Letsch & Tapper, 2016; Tastekin, 2015).

A study of Turkish perceptions towards refugees determined that 86% of the participants preferred a solution that limited the entry of refugees from Syria, contrarily on 11% supported the idea of hosting future refugees from Syria. Out of the 86%, 30% prefer refugees to return to Syria even if the conflict is still continuing (Tolay, 2014). Thus, as the politicization of the Syrian refugee crisis elevates, tensions among the Turkish population and refugees rise (Tolay, 2014 p. 14-15).

3. What institutional structures and national programs/strategies are in place that regulate introduction of refugees into the country?

Historically, Turkey has lacked the need for a centralized, comprehensive refugee education policy because the country did not see itself as one comprising large populations of refugees, asylum seekers, or even legal immigrants (Kilberg, 2014). For centuries, Turkey represented a key transcontinental route between Europe, Asia, and Africa; thus its migration patterns were primarily that of emigration and transit (Kilberg, 2014). In an effort to build a national Turkish identity, the 1920’s triggered a new approach towards migration. Policies targeted at encouraging foreign nationals of Turkish descent or culture, or Sunni-Muslims, to migrate to Turkey (Kilberg, 2014; Kirisci, 2003). These immigrants fit a broad definition of “Turkishness” and were easily assimilated into the population (Kirisci, 2003; Tolay, 2013). Thus, education efforts were not required to ensure integration and homogeneity.

Geography, economics, and regional politics reversed this trend, and Turkey’s migration pattern shifted to that of a destination of those fleeing conflict and economic strife (Kirisci, 2003; Kilberg, 2014). Turkey’s tremendous economic growth and perception as a safe haven, combined with regional conflicts in Iran, the Soviet Union, Africa, Europe, and Asia led to an influx of migrants into Turkey that failed to meet the “Turkishness” criteria (Tolay, 2013).

In short, though unintentional and unplanned, Turkey is an immigrant hub. As the Migration Policy Centre reports, 2010 marked the first time that the number of migrants to Turkey exceeds that of the number of migrants from Turkey (Icduygu et al., 2013, p. 1).

In 2011, UNHCR announced Turkey as among the top five asylum receiving countries in the world (Icduygu et al., 2013, p. 4). Despite this increasing heterogeneity triggered particularly by transit migrants, clandestine laborers, asylum-seekers and refugees, neither the Turkish government nor general populace initiated a public discourse on integration and host population

education efforts (Icduygu et al., 2013, p. 3; Tolay, 2013). Turkey has lacked the appropriate laws or regulations to manage refugees and asylum seekers, governing on the premise that refugee presence in Turkey is temporary.

Consequently, Turkey has lacked a comprehensive integration and education strategy regarding immigrants and refugees. Prior to 2014, Turkish migration law was governed by a series of codes and unrelated articles dating back to the 1950s, specifically the Passport Law and the Law on Residence and Travel of Aliens in Turkey (Icduygu et al., 2013, p. 6). However, with Turkey's new status as the third largest receiver of Syrian refugees after Lebanon and Jordan; as well as the country's status in its European Union's membership negotiation process led to the parliament's passage of the "Law on Foreigners and International Protection" (Icduygu et al., 2013, p. 4; Icduygu, 2013, p. 5; TurkishPress, April 2013).

Implementation of the new law began in 2014, and represented a dramatic shift in Turkish immigration law ("Law on foreigners...", Ministry of Interior, 2014; Icduygu et al., 2013, p. 6-7). It repeals the provisions of the Law on Residence and Travel of Aliens in Turkey entirely and the Passport Law partially, establishing a completely new migration policy in Turkey (Icduygu et al., 2013, p. 6-7). This is the first Turkish law to acknowledge asylum seekers and addresses several facets of immigration policy, including administration of legal, unauthorized, and humanitarian migrants. Researchers describe the law as modern, efficient, and fair; aligning clearly with international and European Union standards (Icduygu, 2013, p. 30). The Law on Foreigners and International Protection also establishes an executive agency dedicated completely to migration management (Kilberg, 2014; Icduygu, 2013, p. 30).

Prior to the passage of this law at the onset of the humanitarian crisis, the Turkish government instituted an open door policy for the refugees fleeing the Syrian Civil War. Based on the premise that the refugee crisis would be short lived, this policy allows Syrians to flee to neighboring Turkey and reside temporarily as a refugee until the conflict concludes. Starting in 2011, the government extended "temporary protection" to the refugees from Syria (Kirisici, 2013). As the crisis evolves, Turkey's new immigration law, combined with international and regional politics will ultimately determine the regulatory policies of refugees moving forward.

4. What institutional structures and national or local programs/strategies are in place to educate community about refugees?

Education targeted towards host populations of refugee populations' culture and values can help ease the process of adaption and integration and minimize societal tensions between the two groups (Global Economic Symposium, 2011). The process of integration is long-term, may require multiple generations and is not a one-way street (Global Economic Symposium, 2011). Turkey stands at a critical point in its history, and though it has taken critical steps forward in

developing an effective integration policy, its objective would appear to be that of assimilation-integration, as opposed to multiculturalism.

The General Directorate of Migration Management (GDMM), authorized under the Ministry of the Interior and established by the Law on Foreigners and International Protection, is a civilian-led body of migration experts tasked with implementation of the new immigration law (Icduygu et al., 2013, p. 6-7). The agency will be led by a Director General, encompass several provincial offices, included twelve departments and employ thousands across Turkey and internationally (Kilberg, 2014). The agency's responsibilities are wide-ranging and include implementation and enforcement of the many facets of the law, developing new legislation and strategies, registering and determining the status of refugees, and ensure protection of victims of human trafficking (Kilberg, 2014).

The agency is also charged with the task of integration (TurkishPress, 2014; Kilberg, 2014; Icduygu, 2013, p. 30). Referred to as "harmonization," the law addresses the integration policies as a means to assimilate migrants as well as increase data collection and knowledge about non-Turkish residents (Kilberg, 2014). Though the law does not go into great detail regarding this process, it grants the GDMM authority to plan courses and activities designed to educate migrants on Turkey's culture, legal structure, language, political landscape, history, and economic system; in addition to the basic liberties and expectations of individuals residing within Turkey's borders (Kilberg, 2014). The law does not however, detail efforts to educate Turkish citizens on the status of refugees ("Law on foreigners...", Ministry of Interior, 2014).

Reflecting on Turkey's migration history, and the recent challenges the country faces in regards to migration management, the passage of a comprehensive migration policy is a critical and positive step forward. However, Turkey's legacy of homogeneity and assimilation-integration strategies is reflected in this law, which views integration as a one-way street. It will take years to determine the effectiveness of this law, and the ability of refugees to assimilate in Turkish society (Kilberg, 2014). However, the recent trend in increasing tensions among refugees and native Turks combined with the longevity of the crisis indicates a need for a strategy that embraces some aspects of multiculturalism.

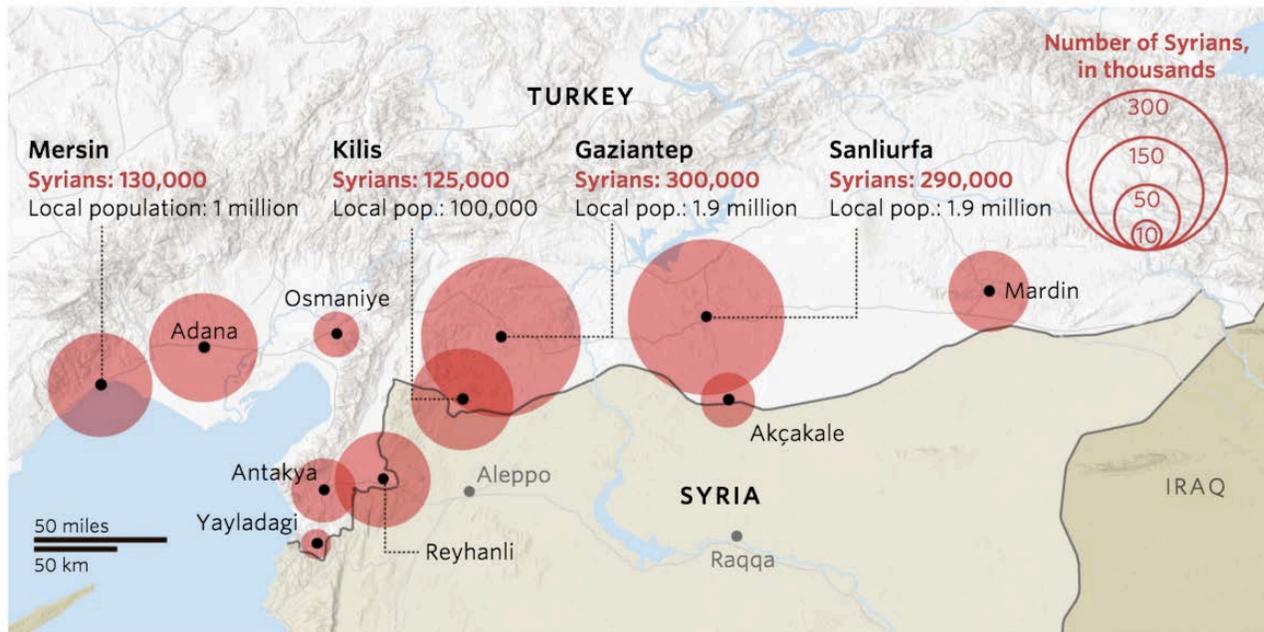
5. What role, if any, have municipal governments played in facilitating or restricting introduction of refugees into communities? Provide examples.

The twenty-five refugee camps on the Syria-Turkey border have attracted much international attention, however an estimated 65% of Syrian refugees within Turkey's borders reside in Turkish cities and towns (Kayalar, 2015; Kirişçi & Salooja, 2014; Icduygu, 2013, p. 33). Several factors drive refugees to municipalities; over-crowded camps, a desire for paid work; wealthier refugees may be able to afford housing within municipalities, while others have

family or community networks within municipalities (Kirişci & Salooja, 2014). Many of these refugees are undocumented, however even those registered find little support from the Turkish government (ICDUYGU, 2013; Gusten, 2012). In the 2012, it was reported that while the United Nations processed registered refugee applications; they were placed in one of fifty-three provincial towns with no guidance regarding housing, food, or employment (Gusten).

Ultimately, though municipalities account for more than half of Turkey's Syrian refugee population, the unpredictability of the conflict in Syria, partnered with the national government's incremental approach towards non-camp refugees has led to a decentralized strategy that is both ad hoc and insufficient (ICDUYGU, 2013; Dinçer et al., p. 19, 2013). Researchers account this failure on the part of the Turkish government due to lack of clear policy towards non-camp refugees as well as weak coordination between municipalities, the national Turkish government, and non-governmental organizations (NGOs) (Dinçer et al., p. 19, 2013). According to the Center for Middle Eastern Strategic Studies, one of the biggest challenges Turkey faces in the Syrian refugee crisis is the lack of coordination between national and local authorities (Orhan, 2015, p. 36).

In August of 2015, it was reported that the number of Syrian refugees in ten Turkish cities rivals the population of local residents (Kayalar, 2015). The map below, produced by the Wall Street Journal, highlights these municipalities and provides estimations of local populations as compared to refugee populations (Albayrak, 2016).



Note: Syrian totals are conservative estimates and exclude about 274,000 people living in camps.

Source: Turkish municipalities and governorate offices

Without comprehensive national directives or resources, refugees face harsh conditions and municipalities have been obligated to address the Syrian refugee crisis independent of one another and the national government (Kayalar, 2015; Orhan, p. 36, 2015). Unprepared and unsupported by its national government, Syrian refugees have transformed Turkish neighborhoods, leading not only to rising tensions among the local and refugee populations; but critical local challenges regarding housing, medical assistance, education, infrastructure, and employment (Icduygu, 2013; Kirişci & Salooja, 2014; Albayrak, 2016; Dinçer et al., p. 19, 2013). Consequently, though well intentioned and often driven by extreme generosity, Turkish municipalities are struggling to support and integrate refugee populations. This is compounded with recent terrorist attacks across Turkey, which further drives anti-refugee sentiments among Turks (Letsch & Tapper, 2016). To better understand the role Turkish municipal governments have played in the nation's refugee crisis, specific cases will be introduced.

They refugee crisis has doubled the population of Kilis, a city near the Syrian border which Turkish officials have coined a “Syrian city” (Kirişci & Salooja, 2014; Kayalar, 2015). In 2015, it was reported the refugee population officially outnumbered that of the local population, with 108,000 local residents and the number of refugees surpassing 110,000 (Kayalar, 2015). With the impression that this crisis would be temporary, the residents of Kilis initially welcomed the Syrian refugees with open arms and a strong support system (Orhan, p. 24, 2015). However Turkish hospitality is waning; the unprecedented number of refugees has strained the city's water and sewage systems, overwhelmed schools, and skyrocketed the cost of rent (Albayrak, 2016). Many Syrian children lack access to education, yet the refugee population has successfully set roots in Kilis, opening one hundred shops and restaurants (Albayrak, 2016). Tensions among unemployed Turks towards this booming refugee population are increasing and Kilis Vice Mayor Cuma Ozdemir reports, “our infrastructure is about to collapse. This is not a city built for this population” (Albayrak, 2016).

Istanbul has also faced challenges in sustaining its refugee population. While Syrian-owned bakeries, businesses, travel agencies, and restaurants have sprouted along the main boulevard of the neighborhood of Aksaray, refugee families have built makeshift homes in abandoned buildings, parks, and sidewalks (Kirişci & Salooja, 2014; Aydın, 2014). In 2014, the Istanbul governor Hüseyin Avni Mutlu reported that new measures would be considered to address the rising population of homeless refugee, including sending them to refugee camps without their consent (Aydın, 2014). The southern province of Adana has seen these rising tensions lead to violence. Syrian shop owners in a suburb called Mirzaçelebi, also known as “Aleppo” due to the Syrian population, faced knife-wielding assailants, demanding “protection money” to prevent further attacks. Despite reporting such violence and death threats to law enforcement, the local police were reportedly slow to act (Aydın, 2014).

The border city of Hatay is one with deep Syrian ties; almost every family in Hatay has or had relatives across the border (Orhan, p. 25, 2015). Five different refugee camps are found in the Hatay region, along with more than 120,000 non-camp refugees (Orhan, p. 25, 2015). Hatay

is unique from its municipal counterparts in that it finds its identity not in its homogeneity, but in its diversity and multiculturalism. However, dominance from any one group of people risks to tip this balance, and the conflict within Syria's borders has negatively impacted the cities trade, transportation routes, and tourism industry like no other Turkish city (Orhan, p. 26, 2015). However, relative to other Turkish municipalities Hatay has adapted well to the Syrian refugee crisis, and is preparing to open ten new "temporary education centers" for Syrian refugee children (Berger, 2016).

As Syrian refugees recognize that their stay in Turkey will remain for the foreseeable future, urban refugee populations are beginning to establish roots and wish to adapt to Turkish culture and participate in the economy (Kirişci & Salooja, 2014). However, Turkey's short-term approach to this long-term crisis has been insufficient, a result clearly demonstrated within municipalities. Turkey's traditional homogeneity is being challenged, along with its infrastructure, education system, and economy.

The passage of the Law on Foreigners and International Protection represents a positive step forward for the future of Turkey's immigration policy. However critical steps must be taken at the municipal level to address the refugee crisis. Budgets for municipalities with the largest refugee populations should be expanded to allow investment in infrastructure and direct service efforts (Orhan, p. 36, 2015). Municipalities should also be granted greater authority in appropriating funds and working directly with NGOs (Orhan, p. 36, 2015).

6. What has been the role of nonprofits or nongovernmental organizations (NGOs) in facilitating or restricting introduction of refugees into communities?

Within Turkey, nongovernmental organizations (NGOs) have played a minimal role in facilitating or restricting the introduction of refugees into communities. In part, this is due to severe restrictions established by the central Turkish government regarding NGO seeking to work inside the country (Dinçer et al., 2013, p. 20). NGOs currently working in Turkey are primarily focused on refugee humanitarian aid and assistance, rather than integration. Specifically, NGOs have provided health services to non-registered, non-camp refugees, basic utilities; cash allowance cards, community centers and education (Dincer et al, 2013).

The UNHCR has worked extensively within camps, and in some cases NGOs have permission to assist with providing services such as registration and competent tracking mechanisms to monitor and assist refugees (Dincer et al, 2013). Two organizations, the Turkish Red Crescent, and the Turkish Disaster Emergency Management Presidency (AFAD) are the two major organizations running and creating the aforementioned refugee camps (Kirisci, 2013). AFAD has also provided education, health services and the supervision of the day-to-day management of selective refugee camps (Kirisci, 2013). Though these services are critical, the

role of NGOs should be expanded, and municipalities should be empowered to work directly with these organizations.

7. How have NGOs and governments worked in collaboration to facilitate or restrict introduction of refugees into communities?

NGO and government collaboration is limited, due to restrictions established by the central government regarding NGO involvement in Turkey (Orhan, p. 36, 2015). This is especially true in regards to urban refugees, however a few are making an impact. Specifically NGO's Kimse Yok Mu, IHH, Deniz Feneri, Uluslararsi Mavi Hilal and Ortak Akil Platformu have assisted refugees in their rental payments and grocery needs, however resources are limited (Dincer et al., 2013).

The ad hoc approach towards policy combined with the lack of coordination between NGO's and government authorities, both national and local, account for the dire circumstance of many refugees within Turkish cities (Dincer et al., p. 19, 2013). Combined with municipal leaders, NGOs within Turkey have the best understanding of the refugee crisis and its impact on the various local communities. It would behoove the municipalities to partner with NGO's to implement the most effective integration programs and address the various issues that are affecting local communities and refugees (Orhan, p. 36, 2015).

8. What recommendations can you make for local initiatives to facilitate positive introduction of refugees into communities that results in reduced friction between natives and newcomers and integration of refugees into the economic, social, and cultural life of the communities?

There are several recommendations that can assist municipalities in the introduction of refugees, as well as reduce friction among the local population and refugees and encourage integration. In sum, a holistic approach is necessary to facilitate refugee introduction into the economic, social, and cultural life of the communities.

Firstly, municipalities must be empowered to take local action without specific directives from the central government (Orhan, 2015). Municipal leaders have the most accurate information regarding native and refugee populations in their districts, however they often withhold taking action without central government directives (Dincer et al., 2013). The Turkish government must also loosen its restrictions on NGO's working with the country, to allow municipalities and NGO collaboration (Dincer et al., 2013).

Municipalities must also effectively register and account for all refugees within its borders. The county is currently creating mobile registration units to serve the existing three registration centers with the intended goal of tracking down the undocumented refugees (Dincer et al., 2013). Refugees should also be provided a simple path to secure work permits and residency. In this area, municipalities and NGO's should work closely to achieve this objective. Proper registration of refugees will facilitate direct services as well as security.

As the humanitarian crisis persists, municipalities with the largest refugee populations carry the greater economic, social, and economic burdens. Therefore, the central government should consider prioritizing funds towards these municipalities in the short-term (Orhan, 2015, p. 34). This may cause political distress, however it will also relieve local tensions, and fund health care services, education, and infrastructure improvements. Infrastructure improvements include water and sewage, as well as additional housing, which will also reduce the cost of rent for all local residents (Orhan, 2015).

Education access is especially important for refugee youth, to ensure they can be productive citizens in Turkey or Syria, and decrease the likelihood of radicalization (Orhan, 2015). Municipalities may consider the enlistment of educated Syrian refugees to provide this service for a small stipend.

It is also critical that municipalities are tasked with development and implementation of a comprehensive integration strategy that emphasizes multiculturalism. The Turkish and Syrian people, though neighbors, embody many cultural differences. By facilitating community events, forums, and cultural education, municipalities can encourage acceptance of refugees and facilitate mutual acceptance and appreciation among the local population and Syrian refugees.

9. Describe the kind of municipal leadership that is required to achieve the goals, as stated in the previous question?

At the start of the Syrian refugee crisis, Turkey welcomed refugees with open arms, assuming the conflict would be short-lived, and refugees would quickly return to their homes. Nearly five years later, the conflict roars on and estimates of nearly 2.6 million Syrian refugees reside in Turkey (BBC, 2016). Refugees have transformed Turkey's homogenous neighborhoods, and as Turkish hospitality grows into resentment, municipalities struggle to provide housing, medical assistance, education, infrastructure, and employment (ICDUYGU, 2013; Kirişci & Salooja, 2014; Albayrak, 2016; Dinçer et al., p. 19, 2013). Simultaneously, the war in Syria continues, and the region is plagued with instability, including several terrorist attacks on Turkey's major metropolitan areas (Letsch & Tapper, 2016).

Turkey's Syrian refugee crisis demands effective leadership from international organizations such as the United Nations and European Union, the Turkish national government, and Turkish municipalities. At the start of the refugee crisis, Turkey and some of its European allies such as Germany approached the challenge from the theory of transformational leadership. With open arms towards refugees, Turkey went beyond the call of duty and acted as a mentor to its neighbors by setting a high standard of hospitality (Vinkenburg, 2011). Transformational leadership provides inspiration and motivation to invigorate others to pursue the team's vision; Turkey's national generosity inspired many municipalities to replicate this attitude (Sims et al., 2009).

However, as the refugee crisis evolves from short-term to a long-term challenge and as municipalities face economic strain, unfamiliar heterogeneity, and catastrophic terrorist attacks, the international community has evolved from transformational to the transactional form of leadership. Transactional leadership can be simply defined as offering rewards in return for compliance (Sims et al., 2009). The European Union and Turkey brokered a deal that exemplifies this best.

With tensions in Europe rising regarding influx of refugees, the pact leverages refugees and EU membership; establishing that all refugees who cross into Greece illegally will be sent to Turkey; in return the EU will accept a small number of refugees from Turkey, and Turkey will be rewarded with financial support, early visa-free travel as well as an "unfreezing" of Turkey's bid for EU membership (Pamuk & Baczynska, 2016). This pact does not represent shared values of nation states; in fact some argue it contradicts the human rights standards of the EU (Malik, 2015). Rather, this approach ensures both parties, the EU and Turkey, are awarded accordingly.

As we see the transactional form of leadership embraced at the international level, those on the ground leading municipalities must ensure recommendations are implemented which can ease tensions among the local populations and refugees, as well as ensure the safety, prosperity, and education of all current residents. For this challenge, Turkish national authorities must empower municipal leaders via the situational leadership approach, so that leaders can adapt their leadership style to manage the specific challenges within their communities (Giltinane, 2013, p. 38).

Municipalities with influx of refugee populations face common challenges, however each municipal is unique. Therefore, local leaders must be provided the resources to pursue the established goals, but also empowered with a certain level of autonomy and adaptability. This is known as the situational approach to leadership, and encourages leaders to recognize the complexity of the situation before them, and consider several factors when deciding which action to take (Whitehead et al., 2009). Leaders are able to adapt their leadership style to manage the diverse array of complex challenges, and utilize the transformational approach and transactional approach, depending on the task at hand (Grimm, 2010; Crevani et al., 2010). The situational approach of leaderships works best in this circumstance, because to effectively implement the

established goals, local leaders must be flexible and empowered to make hard decisions, coordinate with NGO's, and utilize resources available. However, with autonomy should also come accountability; municipal leaders must be held to performance standards to ensure goals are met, and resources are expended wisely and ethically.

10. If you were to design a training program for municipal officials to support the goals stated in the previous question, what skills would be most important to teach?

In addition to a situational approach to leadership, municipal officials would greatly benefit from a training program focused on implementation of outlined goals. There are several skills and resources that should be included in such a program, specifically lessons on integration, budgeting, ethics, internal controls, demographic research, and Turkey's new immigration law.

The Syrian refugee crisis in Turkey is an integration issue with several dimensions (Orhan, 2015, p. 34). A training program for municipal leadership should include a lesson regarding integration methods, focusing on multiculturalism, social, economic, and political challenges, and strategies to ensure refugee and local populations can peacefully coexist. Strategies include town halls, community festivals, nonprofit partnerships, and social media engagement.

The municipalities housing the largest portion of Syrian refugees should receive supportive financial resources from the national government, and thus would benefit from a budget training to ensure fiscally sound policies to address the crisis. Training on ethics, regarding financial management and human rights of refugees will also reduce the likelihood of fraud, embezzlement, and abuse. In addition to ethics, a lesson on internal controls, focused on reporting and performance measures will also help ensure goals are pursued and achieved.

It is also critical municipalities keep accurate data on the refugee population, including demographics, location, and general trends. This will allow municipal officials to accurately plan and budget refugee strategies. Therefore, officials must be briefed on the simplest methods to gather and organize this data. Furthermore, municipal officials must have a basic understanding of Turkey's new immigration law, to ensure refugees can be educated on their rights.

Conclusion

Turkey finds itself at a critical crossroads. Until the Syrian refugee crisis, Turkey lacked a comprehensive immigration and integration policy, looking towards its national homogeneity to secure peace and assimilation among its populace. The conflict in Syria has challenged this

national identity, as well as introduced economic, social, and cultural burdens to municipalities. Turkey's open door policy to refugees was based on the temporary status of refugees, however as the crisis roars on, Turkey requires long-term integration strategies for its estimated 2.6 million Syrian refugees. Currently, NGO's face severe restrictions regarding entry and activities in Turkey, and municipalities lack autonomy to address Syrian refugee populations. The Turkish government should loosen these restrictions, empower municipalities with greater autonomy, and encourage collaboration between these two parties.

Working in partnership, municipalities with the largest refugee populations should be prioritized in the national budget, and allocated resources to expand healthcare, education, and infrastructure improvements. Education is critically important, especially considering the growing number of refugee children. A refugee registration program should also be implemented, to ensure accurate population data and delivery of services. In addition to registration, work permits and a path to residency should also be provided for refugees.

Locally, local officials who embrace the situational approach to leadership will be most effective during this crisis, to ensure strategies are flexible and adaptable to the instability and unpredictability of this mass migration. Ultimately, a few key skill requirements will be beneficial to fulfilling these recommendations, and implement a holistic integration program. The recommendations proposed in this research cannot be implemented overnight, and require long-term commitment from the central government and municipalities. Ultimately, implementation will ease tensions locally, facilitate economic development, and create a new standard of multiculturalism within many cities along the Turkey-Syria border.

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Refugee Country Reports: United States

Refugees in the United States

Janeé Olds, Roben Washington, and Selma Mohamed

University of Central Florida

Refugees in the United States

The United States (U.S.) welcomes refugees into the country annually. According to the American Immigration Council (2015), “it has resettled more refugees than any other country.” The number of individuals and families leaving their home nation has increased dramatically over the years, and the U.S. has worked to make adjustments to accommodate them. In the last three years, the U.S. has reached its refugee ceiling limit each year. In 2016, the decision was made to increase the ceiling to 85,000 refugees from 70,000 the previous year (American Immigration Council, 2015). There is a refugee admission ceiling placed on specific countries. In 2015, the U.S. exceeded the ceiling for certain countries; however, the overall refugee ceiling was not exceeded. Refugees traveling from East/South Asia and Africa had the most refugees coming into the U.S. in FY 2015 (US Department of State, 2015).

Recent trends in the United States have shown the creation of specific programs such as the Refugee Admissions Programs, which provides placement and resettling of refugees that add to the economy and communities (American Immigration Council, 2015). The U.S. also has humanitarian obligations, held by international law, that requires the country to aid those unable to return home due to severe circumstances or in fear of persecution. When sustaining refugees, America must not make generalizations that label specific ethnic groups especially when associating individuals with terrorist groups (American Immigration Council, 2015). This is especially the case currently in regards to Muslim people and refugees entering the U.S. and Islamic extremist terrorist groups. Figure 1. Refugee Ceilings is a projection of the expected number of refugees in the U.S. estimating that the number will continue to increase per fiscal year. (American Immigration Council, 2015).

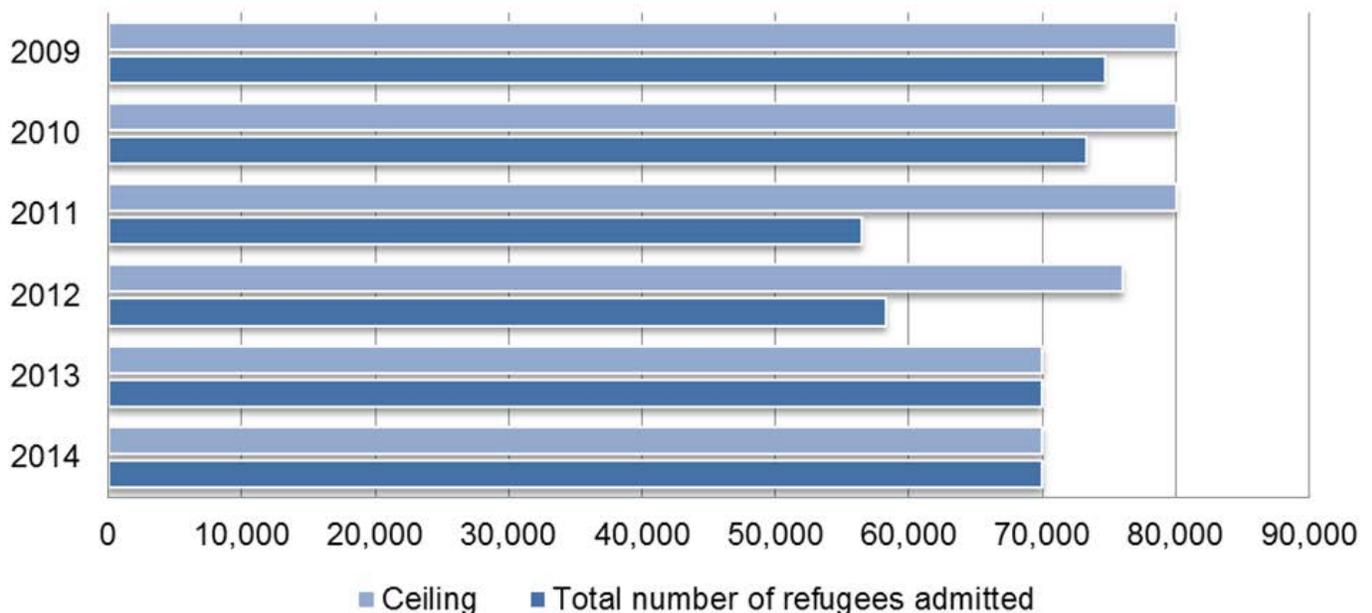


Figure 1. Refugee Ceilings and Admitted Refugees to the United States, FY 2009-2015.

Public Perceptions

Historically, U.S. citizens have shown a lack of support for refugees entering the country dating back to the 1930s (Desliver, 2015). Citizens are concerned with their safety, and the impact refugees may have on the economy. For example, natives may be apprehensive of refugees using their resources, such as food benefits or cash assistance that require tax dollars. There have been several public surveys distributed to find out their opinions on the most recent topic: accepting Syrian refugees. The polls have been consistent, showing that the majority of Americans, regardless of their political party, oppose accepting Syrian refugees. More specifically, eight in ten Republicans are against President Obama's current plan to take in more refugees (Jones, 2015). In addition to all political parties agree that additional troops are needed to fight against ISIS in both Syria and Iraq (Kopicki, Lapinski, & Hartig, 2015).

As more refugees are displaced from their home country, the issue of accepting refugees will remain; however, changing Americans' opinion to accept more refugees will remain a challenge. Recent terrorist attacks, like those associated with the extremist group ISIS in Paris, France, have created a warped and cautious view on refugees now entering the U.S. The American general public view on refugees shows a drastic change in perception and has created a shift in focus from other potential threats, deferring the bigger priorities needing to be addressed in regards to national policy decisions associated with the refugee population. This has become increasingly apparent with the upcoming change in presidency within the next year (Norris, 2011). The public has continued to lose trust in the credibility of refugees which has led to controversial arguments, which shifts focus from natives' understanding of refugee values and interests. Shifts from negative to positive perceptions will eventually help to achieve a better environment and eliminate the closed system currently in place (Norris, 2011).

Introduction of Refugees into the United States

"Since 1975, Americans have welcomed over 3 million refugees from all over the world. Refugees have built new lives, homes and communities in towns and cities in all 50 states" (U.S. Department of State, n.d). There are approximately 15.4 million refugees in the world today; the United States welcomes more than half of this population (U.S. Department of State, n.d). All requests for refugee resettlement in the United States are processed through a Resettlement Support Center (RSC) (U.S. Department of State, n.d.). The RSC prepares the United States resettlement application for consideration. The RSC starts the process by collecting biographic information from the refugees applying to start the interviews and security screening. Security screening is conducted through Department of State, Department of Homeland Security and multiple other US government security agencies (U.S. Department of State, n.d.).

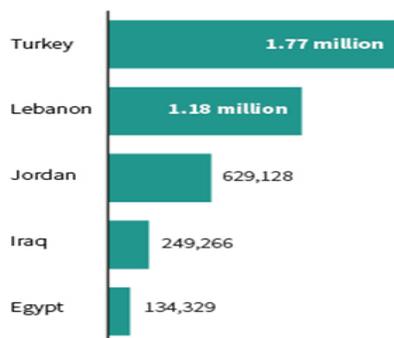
Department of Homeland Security U.S. Citizenship and Immigration Services (USCIS) reviews all information that is collected by the RSC which conducts in-person interviews with

each refugee to determine if they are approved for resettlement in the United States (U.S. Department of State, n.d.). Once the refugee's resettlement is approved, they undergo a health screening to ensure they do not have any contagious diseases. If a contagious disease is found, the refugee will not be allowed to enter the country. The last step is the RSC requests a sponsorship assurance from a U.S. based resettlement agency that is experienced dealing with new refugees. Some refugees undergo a brief cultural orientation before coming to the United States (U.S. Department of State, n.d.). The Department of State's Reception and Placement program (a cooperative public-private program made up of a number of participants) provides assistance to refugees once they arrive in the United States. This program requires the support of citizens to be successful and local governments to play a huge role in welcoming and helping them (U.S. Department of State, n.d.).

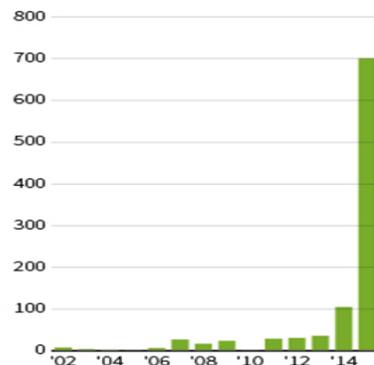
The United States refugee admission program consists of the Bureau of Population, Refugees and Migration (PRM) of the U.S. Department of State, U.S. Citizen and Immigration Service, the Office of Refugee Resettlement, RSC, nine domestic nongovernmental organizations with a total of about 350 affiliated offices across the United States, and private citizens who volunteer their time and skills to help refugees resettle in the United States (U.S. Department of State, n.d.). The total processing time from request to approval for refugee resettlement in the United States depends on the refugee's location and circumstances; the average duration is approximately 18-24 months (U.S. Department of State, n.d.). Figure 2 shows the number of Syrian refugees in the United States over a 12-year span. It also displays the top 8 states in the United States that welcome Syrians into their communities.

Syrian refugees in the U.S.

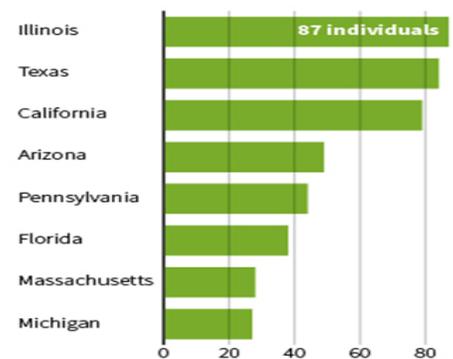
COUNTRIES WITH THE HIGHEST NUMBER OF SYRIAN REFUGEES



NUMBER OF SYRIAN REFUGEES ADMITTED INTO THE U.S.



TOP STATES ADMITTING SYRIAN REFUGEES



2015 U.S. data as of May 31. Data as of June 15 (Turkey), June 10 (Lebanon), June 17 (Jordan), Iraq (May 31) and May 6 (Egypt).

Sources: Refugee Processing Center; UNHCR
C. Chan, 16/06/2015

REUTERS

Figure 2 Syrian refugees in the U.S.

Institutional Structures and Strategies

Refugee Council USA (RCUSA) is a coalition, established in 2000, of U.S. nongovernmental organizations that focus on refugee protection. The coalition also serves as the principal consultative forum for the national refugee resettlement and processing agencies as they formulate common positions, conduct their relations with the U.S. government and other partners, and support and enhance refugee service standards (RCUSA, 2016). RCUSA launched The Linking Communities (TLC) Project in 2013. The intent of the project is to educate communities about the benefits of refugee resettlement and help those communities support these efforts. The states that are currently involved in the project are Ohio, Pennsylvania, North Carolina, and Texas; Minnesota will be joining this year (RCUSA, 2016).

The project has been successful in establishing and strengthening connections among refugee advocates, service providers, resettled refugees, government officials, and other stakeholders (RCUSA, 2016). The project funded the Immigrant and Refugee Welcome and Support Committee in the City of Toledo, Ohio to hold a series of roundtables on local refugee resettlement and funded Project 658 in Charlotte, North Carolina, to hold monthly networking workshops for refugees with the community at large (RCUSA, 2016). The project holds meetings that give stakeholders the opportunity to receive training on various topics, interacting with others, build relationships, and cultivate ideas. They can develop plans for resettlement and connect with others that share the same interest (RCUSA, 2016).

Project officials realize that educating the public about refugees and getting to know them is key to debunking myths about refugee resettlement and will make the citizens more comfortable with refugees resettling in their community (RCUSA, 2016). The TLC Project funded the International Institute of Akron, Ohio to hold a series of community events to bring refugees and their more established neighbors together to get to know one another (RCUSA, 2016). In Erie, Pennsylvania, a collaboration of organizations created the Thank You Erie Project, which connected refugees to the larger community by setting up volunteer opportunities throughout local neighborhoods. TLC Project funding enabled the International Rescue Committee to reach proactively out to the community of Midland, Texas to break down barriers between native residents and the refugee population (RCUSA, 2016).

Educating policymakers is another important aspect because of their influence on policies, legislation, and constituencies. The Pennsylvania Immigration and Citizenship Coalition (PICC) sponsored and coordinated an advocacy day that brought together community leaders, legislators, and refugees to delve into education, leadership, and organizing skills to share common concerns (RCUSA, 2016). The project also uses the media to educate the public and give refugees a voice. They recorded their stories and aired them on television. They encourage and train refugees to tell their stories and be their own advocates. The four States that are currently involved in this project are conducting research on the financial benefits refugees provide to their communities (RCUSA, 2016).

Municipal government's Role in Refugee Introduction in Communities

Refugees that are applying for resettlement in the United States are required to complete a rigorous application process and numerous background checks. If they have been approved for resettlement in the United States, they have a host of new challenges. These refugees need to learn English, find a place to stay, obtain jobs, find schools, and try to integrate into their new society (Comas, 2015). Before leaving for the United States refugees are assigned to a non-governmental relief agency. These agencies, such as, World Relief, help refugees with housing, health care, job placement, language training, and food when they arrive in the United States (Comas, 2015). Many of the refugees, for example Syrians, are fleeing war-torn countries, so they will not be able to return to their home countries for an extended period, and they will require reliable assistance to help them assimilate into their communities.

Local government plays a major role in refugee resettlement in their community. It is imperative that the local government provides the foundation for refugees in their communities, from welcoming refugees to providing appropriate services that are needed to be successful. The citizens will look to their local officials to set the guidelines and establish rules in handling refugees assigned to their communities. Municipalities do not need to take on this task by themselves, and they can work with local non-government agencies to create a unified ground for supporting the refugees and making sure they have what they need. This collaboration of resources will help alleviate financial burdens from one party. For example, the Department of Children and Families (DCF) Refugee Services Program is federally funded by the Office of Refugee Resettlement. It seeks to help refugees be self-sufficient as soon as possible by ensuring they attain jobs, learn to speak English, and obtain adequate housing (DCF, 2014).

Community Liaisons facilitate Refugee Task Force meetings in each community with large numbers of refugees. The Task Forces meets bi-monthly and includes refugee resettlement agencies, contracted providers, federal, state and local government agencies, refugee-led self-help organizations, and other entities and individuals concerned with the refugee population (DCF, 2014). The meetings provide opportunities to coordinate referrals and services, assess emerging needs, solve problems, and disseminate federal and state policies (DCF, 2014). The services provided are employment services, adult and vocational education, employability status assistance, child care, comprehensive refugee services, integration assistance, youth services, health screenings, and an unaccompanied refugees minor program (DCF, 2014).

Nonprofits Role in Refugee Introduction in Communities

The influx of refugees entering the United States has prompted nonprofit organizations to get involved. These organizations have been instrumental in helping facilitate the introduction of refugees into local communities. There are several nonprofits throughout the states that provide assistance overseas, however many have been created to help refugees acclimate when they arrive in the U.S. It has been a challenge for organizations to receive the amount of support

needed to help such large group of people, but their efforts have not gone unnoticed and more people are getting involved. Nonprofits help facilitate introduction into communities by providing essentials, legal services, assistance finding family members and housing.

When refugees enter the United States, there is a lot of uncertainty of how they will survive or what to expect. Several nonprofits in Texas and Arizona are experiencing thousands of children refugees and their parents fleeing Central America. Many children are unaccompanied by their parents traveling through the deserts with no food or water (O'Neil, 2014). The Coalición de Derechos Humanos has tried to fill in the gaps that are overwhelming government agencies. This organization works to help refugees who are in need of shelter and help families locate children who are missing (O'Neil, 2014). Diocesan Migrant and Refugee Services in El Paso, Texas is also experiencing a multitude of Central Americans crossing the border. This organization assists unaccompanied children with legal services (O'Neil, 2014). Other nonprofits in this area have been assisted by providing hospitality services, shelter, assistance with contacting relatives, food, hygiene products, soap, and transportation (O'Neil, 2014). Although they may not settle into communities immediately, the services provided will help them get started in a country that is foreign to them.

In parts of the United States, nonprofits are working to ensure refugees feel welcomed in the country by recognizing their beliefs and traditions as well. The Kentucky Refugee Ministries made an effort to provide a main celebratory course to Syrian refugees during Thanksgiving. Halal Lamb was distributed to refugees so that they could celebrate the U.S. holiday as well but with food in which they are accustomed (Keonig, 2015). Kentucky Refugee Ministries are supporting the introduction of Syrians into the country despite some U.S. officials wanting to cease them coming into the country. The increase in publicity has increased the donations received and has impacted how people welcome refugees in their local communities

NGOs and Government Facilitating Refugees into Communities

NGOs are used to facilitate support and assistance to refugees in achieving economic self-sufficiency upon entering the U.S. (U.S. Department of State, 2016). NGOs along with the government help coordinate and implement plans to avoid discrimination. Together they form the ideal that public interest can be best approached when American citizens and refugees both share the same interests and views in areas like politics, religion, and social issues (U.S. Department of State, 2016). Non-governmental organizations have a firm idea that the United States is a civil society that allows individuals to aspire to do well; citizens are protected by human rights and their interests that are utilized by the country to sustain and empower national drive in social and political aspirations (U.S. Department of State, 2016).

NGOs operate by helping create or support civil societies in the U.S. These civil societies can be social sponsors or organizations with refugees or voluntary individuals with the same ideas and goals (U.S. Department of State, 2016). Figure 3, CRSP Colorado Integration

Partnership, shows the integration approach NGOs use with available funds to plan and aid refugees in different communities. This model demonstrates refugees can be very helpful to the U.S. society when the necessary tools are implemented within the process. Colorado Refugee Services Program provides crucial steps in helping ease transitions for resettlement and helps NGOs who are more likely to receive more funds that are tax exempt making the continuation of this process easier to implement not just in Colorado but across the U.S. (Wismann-Horther, 2012). This figure advocate and protect all human rights while promoting diplomacy and humanitarian efforts to support refugees all across the U.S. (Wismann-Horther, 2012).

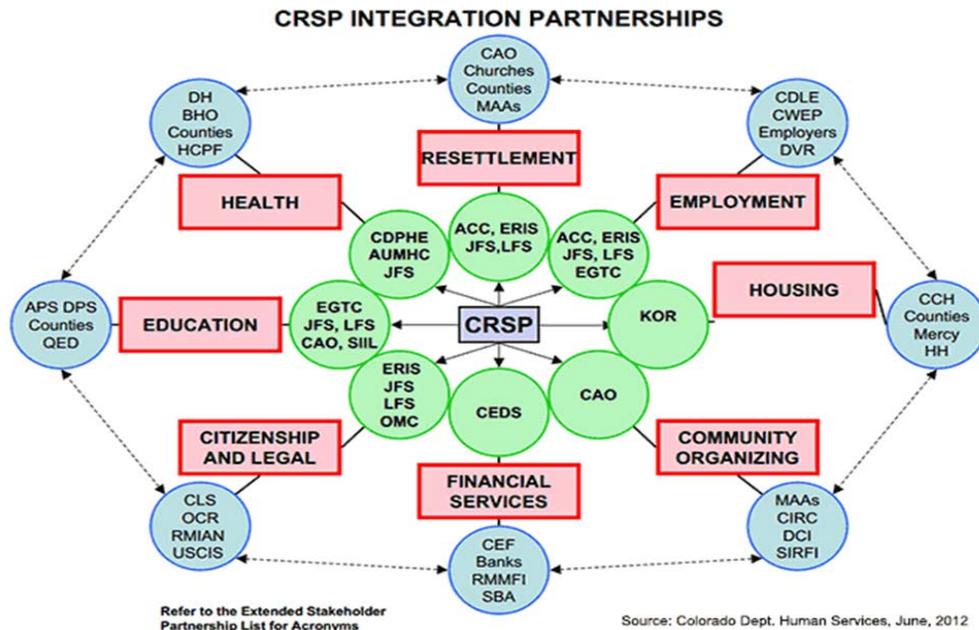
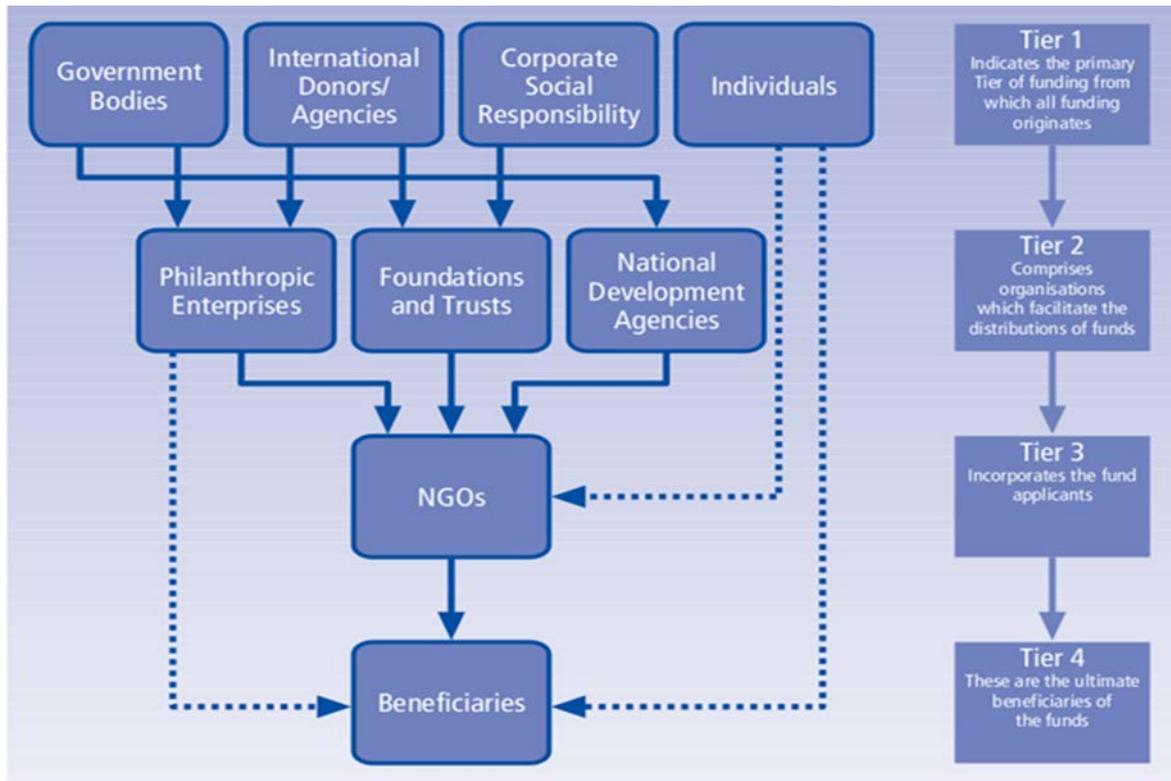


Figure 3 Colorado Resettlement Service Program.

Secondly, the government and NGOs should collaborate by coming up with funds through donations and private sponsors or organizations that have philanthropic foundations or grants stemming from the federal, state, and local government (U.S. Department of State, 2016). NGOs are shown to be informal organizations that can discuss common views that do not necessarily require government involvement. Government Structure Diagram Figure 4 shows how the government and NGOs coordinate with each other through steps 1-4 to receive funding. This process will allow them to continue the non-governmental programs and organizations that aid the beneficiary groups of concern (i.e., refugees) (Corporate Social Investment Handbook, 2003).

NGOs also promote tax exemption from federal taxes. This exemption allows NGOs to retain funding for charitable purposes with one catch: the NGO organization has to be formed for religious, educational and other charitable purposes to satisfy that particular state's demands (Corporate Social Investment Handbook, 2003). The government is providing the necessary tools

for NGOs to apply with the Internal Revenue Service to receive an exemption from taxes as well as choosing the option to receive limited tax exemption if involved in political affairs (Corporate Social Investment Handbook, 2003). It is vital for contributions to be made tax deductible for the donor as well making the transition with NGOs and government easier because the incentives connect citizens, corporations, refugees and communities (U.S. Department of State, 2016).



Source: Adapted from Corporate Social Investment Handbook (2003)

Figure 4 Government Structure Diagram.

Recommendations for Local Initiatives

There has been a lot of backlash from native-born Americans about refugees entering their communities. Several local initiatives have been established to help facilitate the positive introduction of refugees into these areas and the integration of refugees into the economic, social and cultural life communities. It is imperative established initiatives are versatile in their efforts to reach a multitude of people and implement change. Although some initiatives will require time to change natives' attitudes or even to get refugees acclimated, through continuous efforts a positive transformation can occur in U.S. communities.

Nonprofit and government initiatives should focus on spreading information and keeping people informed so that communities are not apprehensive about accepting refugees into their communities. Social media platforms are a cost effective way to keep the refugee movement in

people's mind. These platforms can be used to showcase success stories, list upcoming events, and upload videos showing a refugee's perspective and experiences. Most social media platforms, such as Facebook and Twitter, have mini feeds where people can view current posts from friends, organizations, and companies. If the government and nonprofits make several posts a day, it may entice people to read and learn more about this topic. Community meetings are another way to bring people together, both refugees and natives, to discuss various topics that may concern them. These meetings will give each group the opportunity to listen and gain more insight about what is occurring in their neighborhoods. Lastly, videos and film creation will help local initiatives increase natives' understanding of what refugees' experience to get into the country, and as a result, may increase compassion and change attitudes toward the refugee population.

Municipalities must also get involved with local initiatives to increase the positive introduction of refugees in communities as well. First, municipalities must establish a consensus of what their role should be in assisting this specific population. Boundary organizations could be formed in order to hold each area accountable, and share ideas and practices. Meetings should regularly be held to discuss the best strategies that will help put a plan into action. Municipalities should also collaborate with local ministries, nonprofits and other organizations to assist as well. Incentives can be offered to encourage agencies to get involved and increase the impact initiatives have on the refugee population. For example, municipalities may provide funding assistance or the manpower needed to carry out actions. It is also critical municipalities implement policies that focus on equity in communities to ensure refugees are successfully integrated into the economic, social, and cultural life.

Apart from changing attitudes and views from natives, refugees must integrate into the economic, social, and cultural life of communities. Local initiatives should focus on education, training, and local events that will help them achieve this goal. Job training and employment opportunities will give refugees the tools needed to contribute to the economy. Educational classes, including English for Speakers of other Languages (ESOL), can help them interact with natives more effectively by improving their communication. Social and cultural events will help bring people in the community, despite if they are a native or not, to fellowship. Local initiatives should not try to change refugees' cultures but rather preserve them to teach others about their practices and beliefs. All of these recommendations can not only change one's views about refugees entering the country but can also help refugees feel welcomed and comfortable to start a new life in a culture that seems unfamiliar.

Municipal Leadership

Looking at the municipal leaders such as community chairs, state, local officials and NGOs pertaining to refugees in the U.S, there must be a strong desire made to value family and promote long-term residence for refugees. This could be achieved by coming up with efficient entrepreneurial strategies such as the refugee checklist that guides and influence the U.S

government to continue funding projects that aim to help refugees and provide necessary assistance as well (Federal U.S Government, 2014). In order to achieve set goals, municipal leaders need to understand and learn about refugees that are trying to establish themselves in their community. Table 1. Refugee Checklist can serve as a guide when coordinating with the NGO organizations to help facilitate and aid refugees in each community; by going through each step, refugee integration becomes faster and easier which can be used across the U.S. (Federal U.S Government, 2014). For example, placement, family support and health and social services are some of the basic requirements municipal leadership needs to focus on alongside with coordinating with NGOs to gather information and consult with incoming refugees entering the community. Starting with the most important to least important these basic requirements will be beneficial to municipal leadership to reach a more concise understanding of those trying to live in the community. Also, by creating this standard of operations, it can serve as a guide to help facilitate refugees in communities and provide better accommodations that ease integration (Federal U.S Government, 2014).

Table 1: Refugee Checklist
Resettlement of Refugees in the community.
Taking account elders in integration program components, think about:
Placement
Family support
Changing status and roles within the family and society
Ethnic community networks
Health and social services
Neighborhood safety and security
Public transportation.
Early settlement and social support
Offering separate assessments for the family and individual elders.
Fostering linkages between refugee elders and community support.
Services (e.g. meals services, domestic assistance, and legal assistance).
Partnerships between aged services and refugee communities to develop
Culturally relevant social and recreational programs for refugee elders.
Income support
Whether refugee elders are eligible for retirement income.
Avoidance of over-dependency on family unit.
Language assistance
The importance of assistance as elders may take longer to acquire the target language
Target language maintenance as resettled refugee age.
Language training
Flexible language training options.
Literacy components in language training.
Whether participation in language training/orientation programs should be obligatory for the aged (an important concern in those countries where this is the case for resettled refugees generally); relevant to refugee elders that emphasizes socialization and community connections.

Should be obligatory for the aged (an important concern in those countries where this is the case for resettled refugees generally); curriculum relevant to refugee elders that emphasizes socialization and community connections
Orientation to community
Information on services and supports available to elders in the receiving country, including ethno-cultural groups and services; life skills focused orientation; information about target language publications (newspapers, magazines)
And radio and television programs.
Life skills focused orientation.
Information about target language publications (newspapers, magazines)
And radio and television programs.
Housing, : Employment
Availability of housing stock suitable for extended families; information and details on all of the above offers: physical accessibility of housing, particularly for elders with disabilities; culturally sensitive, long term supported accommodation options for refugee elders.
Intensive job search support programs and career planning assistance the adequacy of existing legislative frameworks to prevent discrimination against elders.
Health care capacity building activities in programs serving refugee elders (e.g.
Nursing homes, hospitals).
Welcoming and hospitable communities promoting elder involvement in ethnic community events; promoting elder participation in the broader community; whether more flexible requirements should apply for citizenship for
Elders.

Skills for Training Program

Some critical skills for municipal officials to develop are collaboration, compassion, ability to conduct research and communications. Municipalities can be very effective and efficient when they collaborate with other organizations, such as nonprofits, to assist with refugees and their resettlement. By combining their resources and knowledge, they can better serve refugees to ensure proper and appropriate assistance is provided. This also alleviates some of the burdens from municipalities.

Compassion is key in dealing with refugees. Municipal officials need to be sympathetic and empathetic with refugees to accommodate and deal with them like human beings. Refugees are usually fleeing from war and horrible conditions; they usually experience inhumane conditions and just need to feel safe and comfortable, so when they arrive at their host community they need to be treated with respect, patience and understanding. Refugees are required to take a class on American cultural before arriving in the United States. Just the same, municipal officials should be required to educate themselves on the primary cultures of the refugees they are receiving. This will help the officials better understand refugees and deal with them in a more welcoming manner. It shows that they care about the refugees, and in turn, will get a positive experience with them.

It is critical for municipalities to communicate with refugees and their communities. Municipalities should have a translator so they can communicate with the refugees in their native language upon their arrival in the United States. This will ensure the refugees understand everything that is expected of them so they can begin the process of resettlement in their community. It can be overwhelming being in a new country and speaking a different language and not understanding much of what is said.

The other part is communication, and municipal officials must communicate with their local citizens and educate them about arriving refugees. Municipal officials should get citizens involved in welcoming and accommodating refugees as much as possible. It is expected the community will be more willing to assist refugees once they understand their situation and get to know them better. The municipalities can facilitate this process of introducing refugees to citizens by hosting community refugee welcoming events and having town hall meetings to inform the citizens of refugees they are expecting to arrive. Municipalities can work with nonprofits and private citizens to assist with these welcoming events.

Conclusion

The United States resettles more refugees than any other country. These numbers are expected to increase in the next five years due to the increase wars and turmoil in the world. The government has strict standards outlined for refugees requesting resettlement in the United States to ensure everyone stays safe and protected. Once the refugees arrive, municipals play an important role in welcoming and accommodating the refugees into their communities. Municipals work in collaboration with nonprofits and nongovernmental organizations to facilitate this process. Municipals can use additional training on dealing with refugees and introduce them to the citizens of the communities they will be resettling into to create a more harmonious process. Overall the United States has a positive refugee resettlement process that helps refugees escape turmoil and have a better chance of restarting their life on safer grounds.

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