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Study on promoting multi-level governance in support of Europe 2020
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Timișoara case study:

A new approach to integrating non-EU migrants

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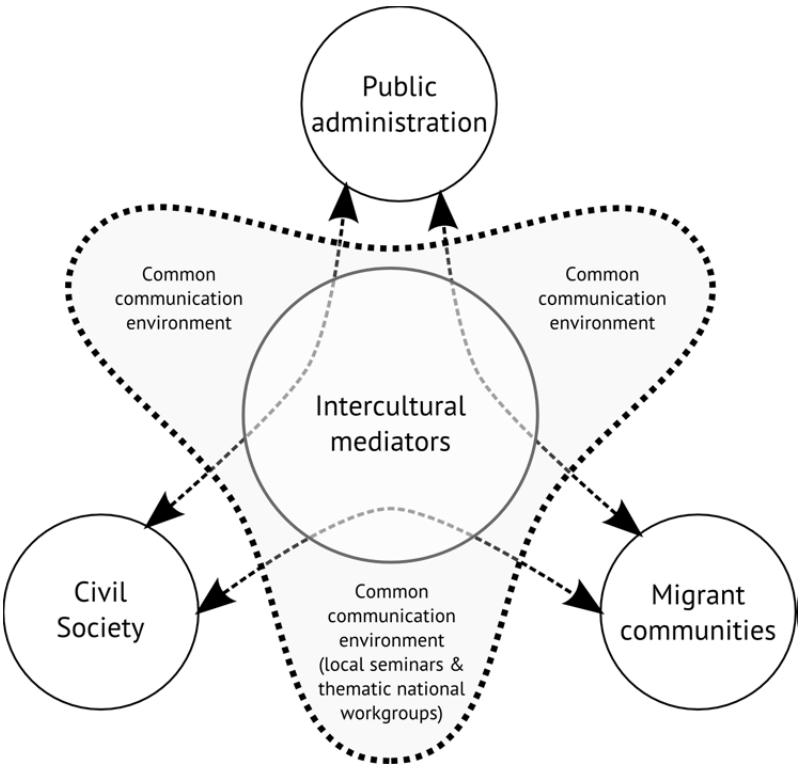

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spatial foresight
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Disclaimer: The information and views set out in this study are those of the authors and do not necessarily reflect the opinion of the Commission.

List of abbreviations

ADIS	Association for Defending Human Rights and Social Integration
CoE	Council of Europe
CRPE	Centre for European Policies
CRC	Centre for Civic Resources
EC	European Commission
DAI	Directorate for Asylum and Integration
EAITCN	European Agenda for the Inclusion of Third Country Nationals
EIF	European Integration Fund
GII	General Inspectorate for Immigration
IIT	Intercultural Institute of Timişoara
MiIR	Migrant in Intercultural Romania
NGO	Non-Governmental Organisation
MIA	Ministry of Internal Affairs
MPs	Members of Parliament
LADO	League for Defending Human Rights

1 Introduction

Many regions and cities in Europe contribute directly or indirectly to achieving the aims and objectives of the Europe 2020 Strategy. To gain more insights on the governance mechanisms at play when cities and regions deliver contributions to Europe 2020 objectives, DG Regio launched a study on "promoting multi-level governance in support of Europe 2020". This study aims to document case studies, test the possibility to transfer learning on governance and to generate lessons from policy experiences.

The study focuses on two specific policy fields linked to the Europe 2020 Strategy, namely Energy Efficiency measures with a special focus on the existing building stock and Social Inclusion in urban areas.

The present case study is one of eight reports detailing examples of how policy actors pursue their objectives, explicitly or tacitly in support of Europe 2020, in the context of the different multi-level governance frameworks they find themselves. The reflections and lessons presented in this and the other reports form an important input to the conclusions of the overall study and for a series of networking and transfer meetings between local and regional representatives from various parts of Europe. The final results of the study, will highlight the processes and success factors leading to strong, high quality political and administrative partnerships across levels of governance and the lesson to be drawn on testing the transfer of experience in good governance.

This study on promoting multi-level governance in support of Europe 2020 is led by Spatial Foresight GmbH and carried out in support of a wide range of collaboration partners.

Further details on the study and the progress made are available at http://www.spatialforesight.eu/mlg.html

2 Summary

Timișoara is a city in Romania, where including non EU-migrants is one dimension of the Europe 2020 objective addressed with regard to inclusive growth and social inclusion. Generally, the implementation of the Europe 2020 Strategy is one of the challenges for Romania's public administration. A difficulty in this context is including non-EU citizens, following the European Agenda for the Integration of Third-Country Nationals.

The traditional approach in this field was characterised a lack of priority setting, ad-hoc decisions, limited inter-ministerial coordination and limited policy planning capacity. In short, the main focus was on top-down management approaches of the central government and bi-directional communication with involved stakeholders. The process can be described as bilateral dialogues between migrants associations and NGOs; public administration and NGOs; and migrants associations and public administration, as shown in the graphic under the traditional response.

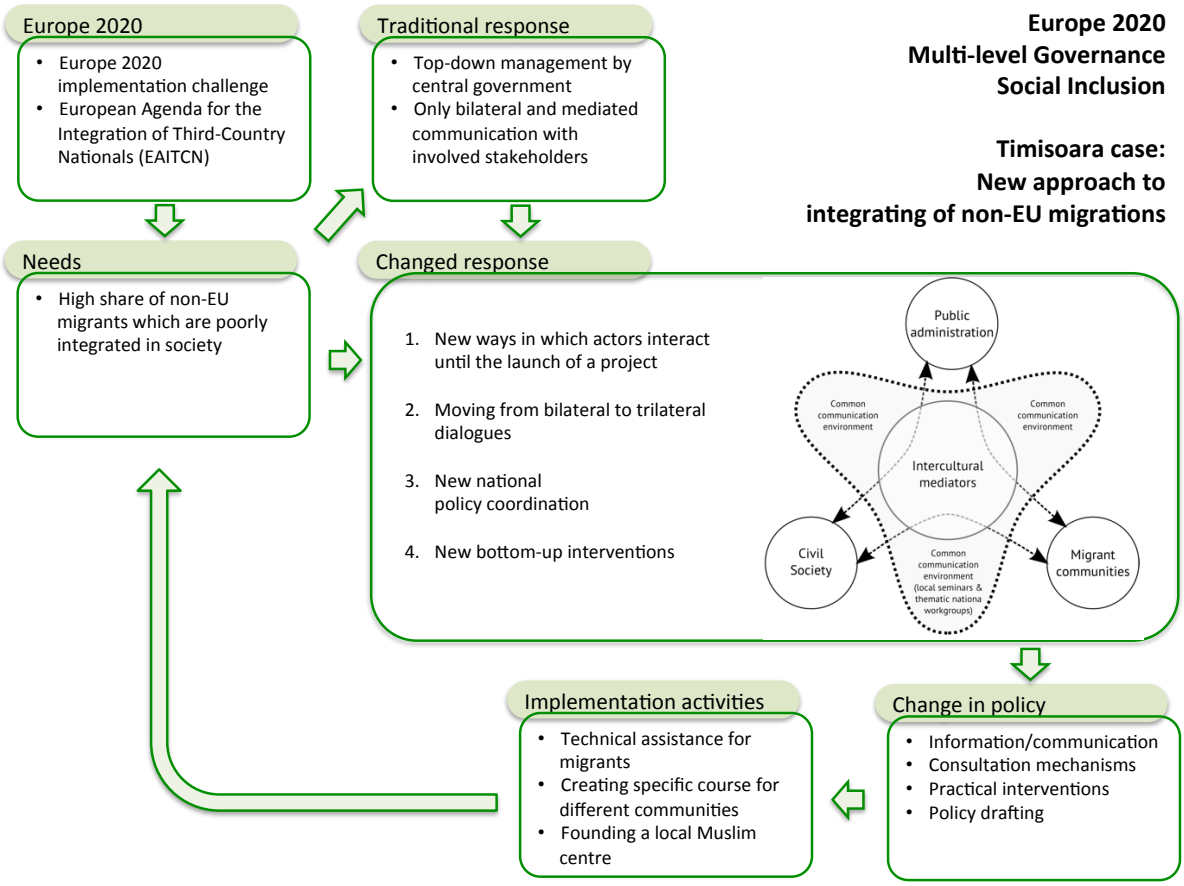
In this context, approximately 3,000 non-EU migrants in Timișoara faced an almost unapproachable administrative and legal system, which made it difficult to resolve integration and inclusion matters in a proactive manner.

The governance structures have however changed to cope with increasing numbers of non-EU migrants in the region. The project Migrant in Intercultural Romania (MiIR), initiated by the Intercultural Institute of Timișoara (IIT), worked towards a trilateral consultation mechanism between migrant communities, civil society and public administration, shown in the figure under changed response in the graphic. In short, the main cornerstones of this new approach are:

- local working groups bringing together local stakeholders to solve local challenges by using local resources and administrative tools;
- national thematic working groups focusing on policy and legal solutions, which require interventions at national level;
- intercultural mediators facilitating communication and cooperation between all players, considering each individual community or cultural context, therefore they are at the centre in the figure shown in the graph below, the different ways of communication is shown between the actors.

The MiIR project recorded significant successes in terms of consultation and practical local interventions. Local representatives of the ministries and governments, like the prefecture, local immigration offices or country education inspectors, have managed to implement measures that were deemed necessary during local consultations.

Following the local experience, the process for policy changes at national level is rather slow. A new attempt with support from members of parliament is expected to generate some change around summer 2014.



All in all, experience shows that much of the success is based on the identification of institutional and administrative limits and conditionalities, as well as the necessary political support to move from ad-hoc initiatives towards long-term strategic approaches. Based on this case, the identification of all relevant stakeholders (including support from the political level) according to their needs and opportunities and ensuring a proper environment for cooperation is important towards improved policy delivery. The role of NGOs has in this case been crucial, because they took the initiative towards better inclusion of non-EU migration in the Romanian society and developed and implemented a new governance structure. Effective communication channels to disseminate knowledge and results and to promote the players and their activity are crucial. Furthermore, it is important to stimulate and motivate voluntary actions and ensure involvement and participation, building trust and encouraging complementary actions between players.The main lessons learned from this case are summarised in the table below.

Key aspects of a new approach to integrating non-EU migrants strengthening multi-level governance approaches to Europe 2020

Key ideas	Concrete methods and techniques
Trilateral consultation mechanism.	Involvement of intercultural mediators.
Anchoring initiatives in their legal-administrative context.	Local working groups – identifying all stakeholders and including them in decision-making.
Identifying and assessing institutional and administrative limits and conditions, as well as political support.	National working groups.

3 Methodology

This report is based on two major research methods: desktop research, mainly document analysis and interviews. Desktop research and document analysis were the most extensive. General research included analysing national and international documentation on migration and social inclusion, including the European Agenda for Integrating Third Country Nationals, the Stockholm Programme, and the European platform against poverty and social inclusion (Europe 2020), as well as one Council of Europe (CoE) initiated project regarding good local governance, and one joint project of CoE and the European Commission (EC) – Intercultural Cities.

Specific documentation for the case study included:

(a) official and nationally relevant statistics;

(b) studies and reports regarding the migration and asylum situation in Romania, published online by the General Inspectorate for Immigration (GII);

(c) official project reports regarding the state of the project drafted by Intercultural Institute of Timișoara (IIT); as well as the Romanian National Migrant Strategy 2011-2014.

Documents related to the technical implementation and development of the Migrant in Intercultural Romania (MiIR) project included:

(a) local and national seminar and conference reports;

(b) Migrant in Romania magazine and web portal,

(c) work group reports; and

(d) official policy proposals.

Additional or missing details and information were obtained through interviews with the most relevant players who were willing and available to participate. In addition to extensive discussions with project players, there were semi-structured interviews with the project coordinator and the IIT director, an officer from the Directorate for Asylum and Integration (DAI) of the General Inspectorate for Immigration (GII) (national level); as well as a joint interview with two officers in charge of programme implementation at GII (national level).

4 Situation prior to the governance change

The new approach to integrating non-EU migrants in Timișoara underlines the important role that non-governmental organisations (NGOs) can play in contributing to the social inclusion objectives of Europe 2020, both at local and national level. To fully understand, some context information is required on:

- the regional development aspects, which urged the stakeholders to become proactive,
- the Europe 2020 Strategy and its implementation in the area; and
- the stakeholder and governance constellations in place.

The city of Timișoara in a nutshell

Population	319 279 (2011 Census)
Area	129 km^2
Financial volume of European Integration Fund	€ 825 million (for 2007-2013) € 4.5 million allocation for Romania (2007-2011)

Europe 2020 targets at national level

Employment	70 % of the population aged 20-64 to be employed
R%D / innovation	2 % of GDP to be invested in R&D
Climate change	19% Greenhouse emissions; 24 % of total energy consumption from renewable sources; 19% reduction of primary energy consumption
Education	less than 11.3% of children should leave school at an early age; at least 26.7% of 30-34–year-olds should complete third level education
Poverty/ Social exclusion	**580 000 fewer people should be at risk of poverty or exclusion**

Key governance stakeholders

National level	Ministry of Internal Affairs, General Inspectorate for Immigration
Regional/County level	Timiș Prefecture, Timiș County Council, Timiș General Inspectorate for Immigration
Local level	Intercultural Institute of Timișoara and partner NGOs, Migrant Associations, Intercultural mediators

Figure 1: Location of Timișoara in Romania

Hungary
Romania
Serbia
Timișoara
Arad
Cluj-Napoca
Târgu Mureș
Sibiu
Deva
Oradea
Bucharest
Craiova
Ploiești
Brașov
Constanța
Galați
Chisinau
Tiraspol
Bender
Novi Sad
Subotica
Szeged
Pécs
Osijek
Vukovar
Belgrade
Београд
Smederevo
Drobeta-Turnu Severin
Târgoviște
Pitești
Buzău
Brăila
Focșani
Bacău
Iași
Ismail
Tulcea
Sulina
Babadag
Slobozia
Fetești
Călărași
Medgidia
Năvodari
Oltenița
Caracal
Slatina
Râmnicu Vâlcea
Târgu Jiu
Petroșani
Hunedoara
Lugoj
Reșița
Caransebeș
Sebeș
Alba Iulia
Mediaș
Sighișoara
Miercurea Ciuc
Onești
Bârlad
Roman
Piatra Neamț
Toplița
Reghin
Turda
Aiud
Brad
Făget
Cugir
Sfântu Gheorghe
Câmpulung
Câmpina
Sinaia
Urziceni
Drăgășani
Strehaia
Vidin
Zaječar
Cetate
Valjevo
Smederevska Palanka
Tuzla Canton
Bijeljina
Brčko
Vinkovci
Sid
Vršac
Zrenjanin
Pančevo
Indija
Bela Crkva
Kikinda
Sombor
Baja
Szekszárd
Hódmezővásárhely
Békéscsaba
Szentes
Szarvas
Gyula
Makó
Beiuș
Salonta
Lăpușna
Ialoveni
Vaslui
Huși
Bârlad
Adjud
Comrat
Basarabeasca
Cahul
Taraclia
Ceadîr-Lunga
Artsyz
Арциз
Colibași
Kiliya
Килия
Vylkove
Вилкове
Tatarbunary
Tatarbunar
Ialoveni
Săfcuța
Ismail
Измаил
Ianca
Râmnicu Sărat
Lupeni
Zaječar
Cetate
Vidin
Caracal
Oltenița
Constanța
Năvodari
Medgidia
Fetești
Slobozia
Urziceni
Târgoviște
Pitești
Ploiești
Buzău
Brăila
Focșani
Bacău
Iași
Roman
Piatra Neamț
Toplița
Reghin
Gheorgheni
Turda
Aiud
Brad
Făget
Cugir
Sfântu Gheorghe
Câmpulung
Câmpina
Sinaia
Urziceni
Drăgășani
Strehaia
Slatina
Târgu Jiu
Râmnicu Vâlcea
Petroșani
Hunedoara
Lugoj
Reșița
Caransebeș
Sebeș
Alba Iulia
Mediaș
Sighișoara
Miercurea Ciuc
Onești

4.1 Socio-economic development context and challenges

The City of Timișoara has a complex social and cultural context. Its Western position, close to the border with Serbia and Hungary, makes Timișoara an easily accessible transitional or final destination for immigrants crossing the border. Because of its history as a city in the middle of international and multi-ethnic cultural exchanges (between Romania, Hungary, Austria, the former Kingdom of Serbs, Croats and Slovenes, and the Ottoman Empire), Timișoara has a well-established intercultural tradition.

The 2013 ESPON Evidence Brief 'Post-Crisis Migration Trends' points to a significant increase of non-EU migrants, for whom Europe is the most attractive region in the world. This trend is confirmed by the current situation in Timișoara and Romania. Romania is currently on an 'out-migration' trend, this increases the average national age and unemployment and hinders growth. The integration of non-EU migrants in Romanian society is, in this context, a way of counterbalancing these negative effect

Key facts about migrants in Romania

At the end of 2011, the GII reported 57 211 non-EU foreign citizens registered in Romania, 0.28% of the total population. Out of these, 46 931 held temporary residence permits and 10 280 permanent residence permits. Reasons for moving to Romania varied. The largest number of migrants (21 456) moved as a result of becoming part of a Romanian family, for studies (7 837), employment (5 725), or family reunion (4 356). Other reasons included commercial activities, professional specialisation or scientific research.

The largest communities of temporary residents were Moldovan (14 657), Turkish (6 693) and Chinese (4 248). The largest communities of permanent residents are Chinese (2 640), Turkish (2 112) and Syrian (973). Altogether, the largest communities in 2011 were Moldovan (14 657), Turkish (8 805), Chinese (6 888), and Syrian (973).

At the end of 2009, there were a total of 2 997 non-EU foreign citizens with valid resident permits in Timiș County, representing 0.44% of the population. The constant migration at county and city level makes it difficult to accurately estimate the number of non-EU migrants at the present moment. However, the number of migrants has increased in the last two years, as a result of the latest global economic events and armed conflicts, e.g. North Africa.

Increased migration flows raise a number of novel issues for Romanian authorities and society. The interviewee from the DAI emphasised that these issues stem from the lack of experience of Romanian authorities and society in dealing with migrant communities where there have traditionally been no relations, e.g. Burma/Myanmar. So migrants cannot access community-specific services and amenities and are deprived of basic citizens' benefits. Other problems mentioned involve the lack of resources or administrative limitations, and the lack of a culture of inclusion and participation in Romanian society.

4.2 Link to Europe 2020 Strategy

The European Agenda for the Integration of Third-Country Nationals (EAITCN) highlights the Stockholm Programme and Europe 2020 strategy for the added value of migration in

developing a competitive and sustainable economy, through the effective integration of legal migrants in national and European contexts[1].

The Europe 2020 Strategy and the flagship initiative: 'The European Platform against Poverty and Social Exclusion' mention the poverty and social exclusion of non-EU citizens, which is significantly higher than with EU citizens. This risk is evident in the case of Timișoara, where non-EU migrant communities have limited job opportunities, due to legal aspects and/or prejudice.

Implementation of the Europe 2020 Strategy is addressed in the National Reform Programme, prepared by the Ministry of External Affairs. This addresses priorities like 'inclusive growth' and the objectives regarding employment, education, and the reduction of poverty, by laying out a set of clear, but general actions. These focus mainly on social assistance and welfare. Over-arching actions seem to cover all the problems relating to social inclusion. In reality, there is little direct and focused attention on the specific needs of migrant communities. Additionally, the top-down approach to these actions shows little flexibility in accommodating different migrant communities and their cultures.

4.3 Governance context

Post-communist Romania inherited a centralised administrative system that relies on governmental interventions, rather than governance processes, as drivers of change. Local services and administrations function as de-concentrated levels of intervention of the Government and its ministries, not as independent decentralised bodies. In this context, governance processes are in principle the attributes of EU funding conditionalities.

In 2010, the Romanian Centre for European Policies (CRPE) emphasised, what Jonathan Scheele, Head of the European Commission Delegation in Romania said in 2005: 'Romanian administration has three main problems: implementation, implementation, implementation.' This emphasis is still an actuality, when referring to policy and decision-making and implementation, in spite of recent improvements.

CRPE identified a set of major implementation issues that is also visible in the MiIR project:

1. inadequate priority setting – the process rarely included migrant communities;
2. ad-hoc decision-making – not considering rules of the system;
3. limited inter-ministerial coordination – which makes policy coordination problematic;
4. EU affairs considered as special cases;
5. limited and scattered policy planning capacities – fragmentation of the process makes continuity difficult;
6. overseeing implementation and policy adjustments not being real practices – this limits the integration of feedback in the policy-making process; and
7. lack of a clear link between the policy and the budget – limiting the efficiency of the policy drafting and implementation processes.

The point relating to inter-ministerial coordination is of specific interest since the social inclusion of non-EU migrants is a cross-sectoral process by nature. However, this limitation sabotages the government and its ministries in drafting coherent strategies and plans. The resulting effect is the overlapping of priorities and actions, limiting outcomes and efficiency.

[1] 2011, European Commission, European Agenda for the Integration of Third-Country Nationals, COM(2011) 455 final

The Romanian administration is overly centralised and leaves little 'wiggle room' for lower levels of power. This makes it difficult for small communities – especially migrant communities – to organise in a manner that could enable policy changes.

Traditionally, the national approach for integrating non-EU migrants has been bilateral in terms of stakeholder involvement: migrant associations and public administration; migrant associations and NGOs; public administration and NGOs. This type of approach emphasised three main requirements:

- bilateral communication between the migrants and the public administration;
- a proper environment for dialogue between migrants and the local communities, which would enable them to build and promote their cultural heritage as an integral part of Romanian society's landscape, and help the migrant associations to actively participate in social, cultural and community life;
- an informed mass media with regard to the migration phenomenon, to help reduce the inaccurate and stereotypical information flow.

In this context, the following public administration institutions and structures are relevant for an integrated approach to migrant issues:

a) territorial representatives of the Ministry of Internal Affairs (MIA) and of the GII;
b) local prefecture – representing the Government at the local (county) level and other de-concentrated services under their coordination, as well as other county level de-concentrated institutions, e.g. in this particular case the County Education Inspectorate;
c) county council (elected officials); and
d) local town/city hall, which represents the local population through elected officials: the mayor and local council and its members.

Additionally a number of players perform a role at different times and in varied situations. The table below is comprehensive, but not exhaustive.

Table 1: Key policy context per government level and sector

Levels		Funding	Sectors			
			Non-EU migration	**Administrative and Legal**	**Education, Culture, Youth**	**Labour, Health, Social**
	EU	75% EIF[2]	DG HOME (EIF)			
	National	20% GOV	• Ministry Of Internal Affairs • General Inspectorate for Immigration • Foreign Embassies in Romania • Migrant Associations • Members of Parliament • Journalists	• National Thematic Work Group • Ministry of Internal Affairs • General Inspectorate for Immigration	• National Thematic Work Group • Ministry of Education, Research, Youth and Sport	• National Thematic Work Group • Ministry of Labour, Family and Social Protection • Agency for Workforce Occupation

[2] European Integration Fund (EIF)

	Regional		• Regional Centre for Access and Procedures for Asylum Seekers			
	County		• Migrant Associations • Journalists • Timiș Prefecture • Timiș General Inspectorate for Immigration • Timiș County Council • Timiș County Police	• Timiș Prefecture • Timiș County Council	• County Inspectorate for Education • Timiș County Council	• Timiș Agency for Workforce Occupation • Timiș Unemployment Agency
	City/Local	5% IIT	• IIT, LADO, ADIS, CRC[3] • Migrant Associations • Intercultural Mediators • Other local NGOs • Journalists • Student Associations • Timișoara Centre for Refugees	• Timișoara City Hall • Timișoara Local Council	• Local Universities • Local Teachers	

5 The Migrant in intercultural Romania project

Timiș County has to cope with an increasing number of non-EU migrants. Previously the response entailed a bilaterally approach between migrants, public authorities and civil society, due to a successful approach of IIT, national agency launched a call for projects to which the IIT responded with the MiIR project, which is contains a trilateral approach between the three main stakeholders.

Starting in 2009 IIT (Intercultural Institute of Timișoara) was directly involved in developing projects aimed at improving the social integration of non-EU migrants in Romanian society, at first in Timișoara, and later in four other cities across the country. The cities were chosen based on the similarity of issues and in relation to the migrant communities, as migrants usually settle down in urban areas that offer attractive opportunities and housing.

In response, national agencies related to migration, the DAI (Directorate for asylum and Integration) of GII (General Inspectorate of Immigration), officially acknowledged and identified the need for better integration and cohesion of the migrant communities, and launched the call for projects to which the IIT responded with the MiIR project (Migrant in Intercultural Romania), which is to a large extent a continuation of existing projects prior the call for project from the national level.

MiIR's overall aim is creating an intercultural environment that can facilitate the integration of non-EU migrants in Romanian society.

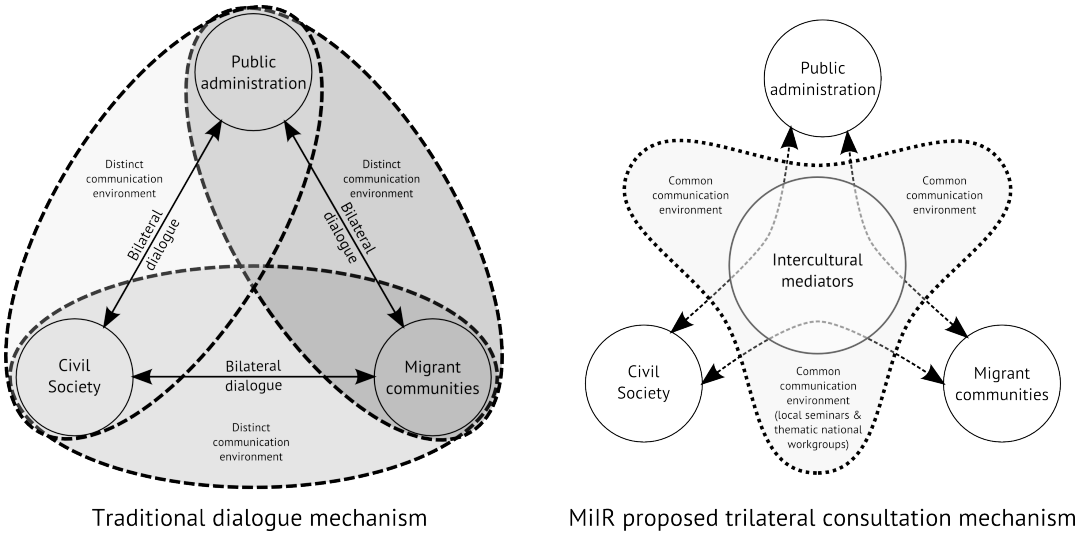
The main changes targeted by the MiIR project are related to the traditional ways in which the players interacted prior to the project in terms of issue solving and decision-making. The

[3] Intercultural Institute of Timisoara (IIT); League for Defending Human Rights (LADO); Association for Defending Human Rights and Social Integration (ADIS); Centre for Civic Resources (CRC).

changes focus on expanding existing bilateral relationships, i.e. migrants and public authorities; migrants and civil society; civil society and public authorities and evolve these into a trilateral cooperation model.

To achieve this, the project developed a trilateral consultation mechanism, including the migrant communities, civil society and the public administration (Figure 2). The MiIR project established local networks in each project city. These hold seminars each trimester bringing together all the players to discuss the issues 'in the field' with the players that can solve these. This approach focuses on issue solving and is exchange of ideas beneficial for all participants. The consultation mechanism introduced a fourth player: the intercultural mediator, to facilitate interaction and cooperation.

Figure 2: Traditional dialogue vs. proposed consultation mechanism



Main drivers and players of the MiIR project

At the core of the project are the main organisations that initiated this project – IIT as coordinator, LADO (League for Defending Human Rights), ADIS (Association for Defending Human Rights and Social Integration) and CRC (Centre for Civic Resources) as project partners. Specific national institutions are also central to the project, considering funding and the particular context involving non-EU migrant communities. These include:

- the Directorate for European Affairs and International Relations, part of the MIA, which acts as National Manager of the European Integration Fund;
- the General Inspectorate of Immigration, part of the Ministry of the Internal Affairs, which acts as contracting authority.

The consultation mechanism is based on a triangle of players – civil society, public authorities, and migrant communities allowing the development of an inclusive and complex network of players. All of these players were then connected together by the intercultural mediators.

The change to a trilateral approach resulted in changes in implementation, partnership at local and national levels and regarding financing.

Project implementation

Implementation is based on the players' actions, which coordinate and cooperate based on a partnership. This is both formal through official participation in the project itself (the initial partners and public authorities), but is also informal, based on mutual interests (intercultural mediators, migrant communities, civil society, journalists). Three main 'coordination levels' can be distinguished as parts of the MiIR project. As can be seen in the figure below this consist of local level networks / partnerships; intercultural mediators and partnerships at the national level (See Figure 3).

Local level networks / partnership

The main player is the *consortium* of four NGOs, which is the initiator and main implementation body of the project as well as the funding beneficiary.

A local work group was set up in Timișoara, with the purpose of researching and documenting issues raised by the migrant communities. For local issues, they try to implement solutions, with the support of the closest local authority able to intervene to help resolve the issues. If this is not possible, these are deferred to upper levels, i.e. national level.

Practical implementation of solutions at the local level resulted in additional partnerships as a response to the lack of cooperation. Examples of these are visible across the project where local public authorities came in response to specific issues raised by the local work groups. Some examples are:

- technical assistance for resident and newly-arrived migrants provided through the County Prefecture, City Hall, and the local/county centre for refugees;
- specific religious courses for different communities or Romanian language courses for migrants through the assistance of the County Inspectorate for Education and migrant communities;
- technical assistance for founding a local Muslim cemetery in Timișoara through the assistance of the City Hall.

Intercultural mediators

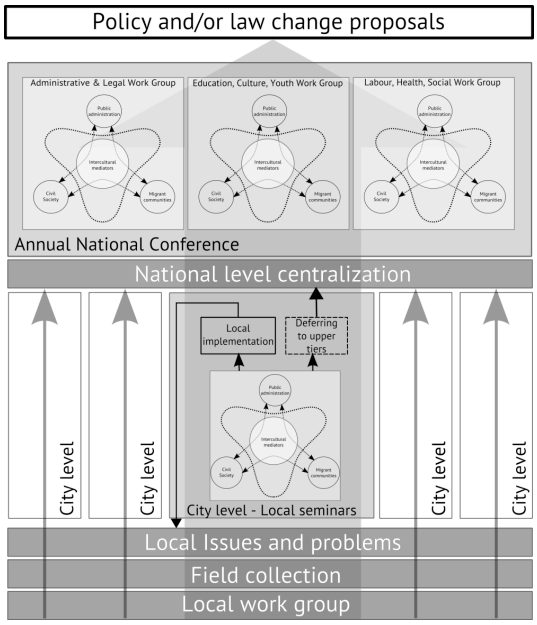
The intercultural mediators aim to improve communication between migrant communities and the other stakeholders. As it was emphasised by the IIT director, specific issues arise when working to integrate non-EU migrants. Some of them can be easily surpassed, e.g. the language barrier can be broken down by using a skilled translator. Others are more difficult to deal with, especially when these are related to cultural differences, e.g. raising the level of migrants' trust in public authorities, when they come from countries with low levels of democracy.

National level partnership

Following the 2009 Timișoara project by IIT, migration concerned partnerships with the national level changed as well. Three National Thematic Working Groups were set up to provide policy and legal solutions for problems that require policy intervention at national level in order to be implemented.

Representatives from all participating cities take part in these groups. The three thematic work groups materialise formally during the annual project conference. These groups aim to resolve sectoral issues deferred from local levels through policy proposals. This approach emphasises the importance of including multiple local players in the national decision-making processes with a bottom-up approach.

Figure 3: Policy and legislative change proposals



All partnerships such as local seminar work groups and national thematic groups, focus on developing solutions and are not always formal in the true sense of the word. They focus less on hierarchical communication as the players participate on a voluntary basis. Additionally, in the particular case of public administration, the partnerships try to diminish the invisible divide and the level of inaccessibility between them and the other players. In this type of environment the players are more likely to be motivated and work together towards better solutions because of their common interests and solidarity.

Financing

The financing framework is set out through the contract between IIT, as the main funding beneficiary, and the GII, as the contracting authority, but also between these two and the MIA, as national manager for the European Integration Fund.

This contract sets out specific conditionalities for implementation of the project and spending, because of the asymmetric way in which the funds are allocated. The IIT covers 5% of the project funding, while the EU and national levels cover 75% and 20% respectively.

Four ways to improve social inclusion of migrants

MiIR introduced four types of measures to improve the inclusiveness of the decision-making process, in relation to the importance of migrant participation and advocacy in this process:

Information/communication:
- development and maintenance of the project web portal (www.migrant.ro) as a platform for information, consultation, communication, and dissemination;
- development of a freely distributed magazine (Migrant in Romania and the supplement Bessarabian Accent) translated into multiple languages, focusing on migrant issues;

Consultation:
- periodical local consultation seminars to identify problems and solutions;
- annual national conferences to centralise nationally significant issues;

Practical interventions:
- local seminars designed to allow independent problem solving;
- development of a national network of intercultural mediators;
- media seminars for educating journalists on addressing migrant related subjects;

Policy drafting:
- thematic work groups drafting policy and legislative proposals that are then submitted for implementation, in response to nationally significant issues.

Timeline

MiIR comes as a continuation of the efforts of IIT to work towards the integration of non-EU migrants that started in 2009. The project at hand is the fourth project in the series. A chronological list follows below.

- Integration and social cohesion for third country migrants (Integrare și coeziune socială pentru resortisanții țărilor terțe) (ICS4RTT2009), May – December 2009
- Migrant in Romania (Migrant în România), May 2010 – June 2011
- Intercultural Romania (România interculturală), June 2011 – June 2012
- Migrant in intercultural Romania (Migrant în România interculturală), September 2012 – June 2015.

5.1 Key stakeholders and their motivation

The extensive network of players at the base of the project has no pre-set or formal levels. The only structures functioning in a fixed hierarchy are those that represent ministries and/or the Government. The map of key players of the project is mainly defined by the triangle of stakeholders: civil society, migrant communities and public authorities.

It is hard to pinpoint the exact number of involved players, since participation varies from individuals to whole organisations, public authorities and Ministries. According to IIT, there is a main body of around 250-300 individuals at the national level that participate actively at certain stages of the project. The number of implementing bodies or decision-makers is however rather limited.

Civil Society - NGOs

Civil society is represented by the NGOs. These are, in any given political and administrative context, activators of change. The administrative system does not provide any specific policy implementation tools for these organisations.

The NGOs took upon themselves the task of supporting the public administration in starting and developing initiatives. In this process, the intercultural mediators facilitate communication and cooperation between all players, considering specific cultural contexts. This leaves the public authorities the task of formally implementing the interventions proposed by the NGOs and migrant communities.

From this context we can interpret that the NGOs and migrant community representatives are the proactive players of the project – identifying problems and solutions. The public administration then becomes the reactive part of the project – facilitating the legal and administrative implementation processes. It is important to note, that in this particular context, the latter takes place only as a consequence or as result of the former.

NGOs function and receive funding based on project implementation. Also, their *raison d'être* or mission motivates their field of activity and their actions. Combined, these two reflect a financial motivation and a strong vocational motivation to take action. If the first can be linked to the ability to access funding aimed at the social integration of non-EU migrants, the second is a direct result of a local and national need for social integration.

Public administrations and politicians

Public administration and its representatives, civil servants, have the required power to implement change. However, their actions are somewhat limited to their job description, and the ability to take action or initiative. The motivation of the public administration needs to be split between the civil servants level and institutional level:

- at an individual level, motivation is defined by job descriptions, which detail the degree of involvement, the field of activity, and limits to the ability to take action;
- At an institutional level, motivation and mobilisation depend on the role and mandate of the institution, set out through law in a specific field, and its political priority.

Conditions set by national and international treaties and agreements addressing migration, especially non-EU migration, also act as motivators. These put pressure on national and sub-national institutions to implement specific measures.

Politicians are not always directly involved, even though their signatures finalise legislative procedures. They are at the top of the public administration and institutions and are elected or named. After all legal conditions are met politicians give the go-ahead for implementation. Their role differs according to the level of decision-making in question.

The roles of politicians at national level are promoting local and thematic interests and transposing these into law and policy. In this particular case, this process seems stagnant because of the low priority of the proposals. Politicians and more specifically MPs are part of the very limited list of initiators of legislative procedures, and their support is crucial for these to be introduced into parliamentary debate.

Migrants – migrant community

For migrants and their communities, their mobilisation is mainly due to self-motivation, from the need to be involved in the decision-making process. An example is the network of intercultural mediators made up of members from migrant communities, who feel solidarity towards their fellow nationals and try to become active enablers of change in order to help their communities.

Modes of governance at play regarding the MiIR project in Timișoara

The Timișoara MiIR project builds primarily upon self-motivation and the cooperation between various actors of the public authority and civil society. The main governance structure can be described as self-governing and governing by enabling.

Self-Governing – The project was set-up with the support of local administrations, but these can function independently, based only on the participation of local stakeholders and their partnerships.

Governing by enabling – Complementary local partnerships ensured local administrative support. At the same time, the consultation mechanism, publications and local and national seminars enabled a coherent voice and presence of migrants.

At the same time other governance structures are applicable in relation to the Timișoara case. Due to the registered success the IIT managed to attract some political support. This can be related to governing by provision and governing by authority.

Governing by provision –National level payments were for formal and informal techniques as well as work models to facilitate participation.

Governing by authority – Guidelines and rules concerning the formal development of the project itself and international treaties, agreements, or understandings in relation to migration are enforced by national authorities and their local representatives.

6 Governance reflections – general overview

The project recorded several successes in terms of consultation and practical interventions at local levels. As a result, local representatives of the Ministries and Government managed to implement the necessary measures identified during local consultations.

In terms of policy the implementation is more problematic. Laws and policies require national level implementation and political intervention. This is why the process is very slow, as the national agenda and priorities change often.

6.1 Change of organisational capacity

At local level the project managed to help generate and implement practical solutions to local issues. An important element is the increased ability of local players to mobilise local public authorities to participate in partnerships and actively engage them in the process of delivering results. These partnerships created a structure that is missing in public administration bodies and institutions. In effect, the project built on this and in combination with a bottom-up approach managed to generate practical intervention.

At the same time, the consultation mechanism helped increase the capacity of local NGOs and migrant communities to initiate change on their own, through mediated dialogue. This

type of communication encourages migrants to take action using existing instruments, but is normally inaccessible to them due to cultural differences and difficulties in communication. In addition, creating this environment in which stakeholders can voice their concerns improved long-term involvement.

For Romanian administration, a certain amount of adaptation is visible in the public authorities. Acceptance of their limitations shows a certain level of flexibility to adapt to current needs and to focus more on the final objective, rather than the administrative process itself.

The vectors of change are practical change and policy change. Practical change is more visible at local levels, and its rate of success high, but policy changes (and long term effects) are more elusive.

With policy change, the impact visible at local levels is not reproduced at national levels, and this is due to policy drafting and policy implementation.

The consultation mechanism enabled a real bottom-up approach to policy drafting. The ability of migrants to be included in the consultation process at the initial stages is an important one, often ignored in Romania. The reason behind this is related to the second part of the policy-making process. Implementation is the responsibility of the Government and Parliament, which carry out the required legislative procedures.

6.2 Major obstacles

The challenges encountered during the project are due to the overly complicated bureaucracy of the administrative system and to institutional shortcomings. Administrative and institutional structures are still enormous and accordingly inefficient, lagging with regard to implementing projects, policy or legislative proposals. This makes deadlines extremely lax at public administration levels, slowing down implementation.

Political and administrative practices make it difficult to ensure continuity inside and outside the institution, since all major governmental and administrative changes are followed by a restructuring of personnel. In addition, the lack of specialised personnel and/or structure makes the process of policy or legislative change even more challenging.

Resolving these issues depends on the openness of the administrative system to change. The project team managed to partially overcome this difficulty and to ensure its continuity by building personal relations inside the local institutions, and by expressing their availability to complement local authorities where limitations appeared. Their persistence and good track record as an NGO also helped build their image as a serious stakeholder in the field of migration, and helped establish a credible position for the consultation mechanism.

Entities that can initiate change and legislative procedure are limited to the Government and its members, the Members of Parliament, or at least 100 000 citizens holding the right to vote. Overall, this procedure is in a way of protecting the administrative apparatus from being overwhelmed with requests, that can be inappropriate and in conflict with other laws. At the same time it can be off putting to NGOs, since even though Ministers and MPs are obligated by law to accept any proposals, they are not obligated to make them a priority, if these are not opportunistic, or are not included in their political agenda.

6.3 Durability

The IIT built itself a respectable reputation as an important player in the field of intercultural activities, in which membership is limited outside the different migrant or ethnic communities. This recognition puts the IIT at the forefront as an organisation that can promote change more easily in the future through consultation.

The development of the project in four other cities is evidence that the changes in participation and advocacy are difficult to stop. This turns the focus to the participative approach, which is a key driver for the durability of change. However, long-term effects require early local and national political support, which can ensure the commitment of politicians to the whole process.

Immigration is a constant interest, especially considering world-wide events. As a result, future funding (2014-2020) for interventions aimed at non-EU migrants will be facilitated by DG HOME through the Asylum and Migration Fund 2014-2020. In perspective, this can ensure that future projects could continue and perpetuate the changes introduced by the project's consultation mechanism.

7 Lessons learned - successes and pitfalls

In this section the lessons learned will be discussed along the stages of the policy cycle. This provides a structured overview of the governance arrangements' successes and pitfalls when using a new approach for improved integration of non-EU migrants, in relation to Europe 2020's objective of social inclusion. Along the stages of the policy cycle governance processes and arrangements can be depicted as they evolve over time and how they succeed each other. The lessons learned on the governance arrangements are thus discussed stepwise, starting with the **identification** of needs that feed into the policy **formulation** process and, in an ideal world, are followed by the policy **implementation** stage. The policy cycle concludes with the **accountability** of the described policy.

The MiIR project's consultation mechanism used specific approaches and tools, based on previous local and international experience. Some of these include general good governance principles such as the 12 principles of good governance at local level drafted by the CoE, or the 'Intercultural cities' project principles and concepts (CoE and DG EAC).

Results from the consultation mechanism emphasise the importance of participation. Encouraging players to take the initiative and facilitate them through advocacy is key. This element is directly linked to the Europe 2020 Strategy and its promotion of inclusive growth, which, along with the Stockholm programme, link this approach to the importance of integrating non-EU migrants.

Intercultural mediators are also important, focusing on the **identification** of needs. Their activity in the consultation mechanism accentuates the importance of effective communication across language and cultural barriers. This type of communication proved to be essential in translating needs and in ensuring an inclusive and active problem solving process for migrant communities.

Collaborative action encouraged a proactive approach from the participants, at times including the public authorities. This replaced, to some extent, the approach based on legal

provisions and formal responsibilities, in which one side asks, and the other responds only because it is obligated to by law. Active inclusion of both migrant communities and civil society improved the response, as the responsibility for the project is shared across the participants, rather than just one player.

Nevertheless, support of the local authorities is more important to the initiation and implementation process. This support, if consistent, can be a real promoter of change. Building long lasting relationships based on constant communication and by showing understanding toward limitations and the people behind them allowed an improvement in the willingness to participate and offer institutional support.

There are numerous lessons that can be learned from the experience on integrating non-EU migrants in Timișoara in relation to the identification phase of the policy cycle. This includes for example the identification of all relevant stakeholders (including support from the political level) according to their needs and opportunities and ensuring a proper environment for cooperation. In this regard effective communication channels to disseminate knowledge, results and to promote the players and their activity should be used. Off-the-shelf solutions to problems in other regions/ cities should be avoided in this regard, as well as ignoring problems and issues raised by civil servants or by institutions.

KEY SUCCESS FACTORS: (1) The proactive participation of all-level players, and (2) communicating problems and needs through the intercultural mediation filter, leading to (3) the proper definition of these problems and needs.

POSSIBLE PITFALLS: Communication across players is difficult, and can lead to false conclusions as a result of bias, i.e. 'even if this is a problem for me, in reality it might not be a problem for you'.

The consultation mechanism does a good job of enabling policy formulation during the policy-making cycle, since it facilitates cross-sector and inter-institution debates at local and national levels. At local level it centralises the specific needs, and if required then raises these to a national level. These cross-sector needs are analysed by thematic work groups consisting of national players, ensuring an inclusive policy **formulation** process. The addition and innovation that the project brings is a new type of approach in policy formulation: self-motivated action towards social inclusion.

Modifications to policy and law can only be realised at national level through legislative processes (as shown above). Structural local changes were more easily formulated and implemented than long term changes, because these do not require policy or legislative changes. In addition, in order to ensure a minimal level of success, proposed changes must be correctly embedded in the local and national legal and administrative frameworks and their limitations correctly assessed.

Communication channels are also important in promoting active participation in policy formulation. Two points must be mentioned here. First, the communication channels established through the project (web portal, online and offline publications) ensured an accessible platform for informing and consulting the migrant communities. Second, the intercultural mediators played a major role in communicating with migrant communities, and developing constructive partnerships with governmental and non-governmental players.

Politicians are important in terms of influencing policy formulation, but their personal and political interests have to be considered. Moreover, local elected politicians that hold a

moral debt to their electorates, e.g. mayors or local council members can support local initiatives for change. However, from an administrative perspective, their roles are limited by the sectoral divide of powers, the executive function being mainly a responsibility of the de-concentrated institutions representing the government. This is why Members of Parliament play an important role for initiatives like this. However, this supposes either an interest from the local MPs or for them to be convinced by civil society to take action.

Main lessons learned in relation to the formulation phase of the policy cycle are; the stimulation and motivation of voluntary action and involvement and participation and building trust and encourage complementary actions between players. Using legal leverage as a negotiation tool should be avoided in this regard.

KEY SUCCESS FACTORS: (1) Self-motivation from being close to the problem leads to localised solutions, (2) embedding of initiatives in the legal administrative frameworks, (3) unbiased intercultural communication channels

POSSIBLE PITFALLS: The resulting formulated policy/legislative proposal may not be included on political agendas, hindering its chances of implementation.

The continuation of projects for migrants and the relative success of the MiIR project, confirms that the constant presence of the consultation mechanism and the triangle of players at its base is one of the conditions for policy **implementation**. The network of both institutions and civil servants built on complementary actions, rather than legal obligation, which has proven to be an effective tool for implementing change.

One clear advantage of the governance structures and the consultation mechanism is the ability of the players to compensate for each other's limits or shortcomings. This is a proactive approach that develops based on mutual trust and helps implementation, even if the methods are sometimes lacking.

It is important to observe that existing administrative legal requirements can sometimes be used as leverage tools for implementing change, but only if it is moderate and controlled, while keeping in mind administrative and legal limitations.

The support of both governing and opposition parties is important, since this ensures some continuity to the policy-making process.

One of the main lessons learned in relation to the implementation phase is the identification and training of (intercultural) mediators. Also, projects and change initiatives should be anchored in the specific legal-administrative context. Situations in which players are not allowed to take action by themselves and in which other some of the players are excluded from the process should be avoided, especially if the action affects all of them.

KEY SUCCESS FACTORS: Complementary partnerships built on mutual compensation in order to surpass limitations and adaptation to local needs, ensure that implementation is constantly moving forward.

POSSIBLE PITFALLS: The lack of political support for implementation can lead to its failure, due to legal-administrative limitations.

In the specific case of projects with social impact, **accountability** regarding the policy process and implementation has to be considered while acknowledging the atypical implications that are not measurable through quantitative indicators.

In the MiIR project, payments are based on a set of indicators are regularly reported to the national contracting authority and European institutions. These measurable indicators include elements such as:

- web portal traffic;
- number of online posts and their domains;
- number of requests to the project publications online and offline;
- number of intercultural mediators;
- number of local project partnerships;
- number of participants in local and national seminars and conferences;
- communication and visibility of the project and its by-products;
- number of policy proposals, etc.

However, there are also effects and objectives that cannot be quantified, due to their qualitative nature or the longer time frame needed for impact.

Throughout the case study, several points were made regarding debates about the problem of measuring qualitative effects, such as trust, which is built upon interaction and is observable in face-to-face contacts. As a result, looking from outside the project, it might not always seem that long-term social impacts register relevant or desired levels.

One cause of this can be attributed to the inefficient dissemination of this type of effect outside the projects' sphere. While the communications channels (web portal, online and offline publications) are very efficient as means of communication from and to interested players (authorities, civil society and migrant communities), the rest of the Romanian society and authorities are still unfamiliar with these issues.

The IIT has several years of expertise. The project has improved technically and project management is more streamlined as a result of constant and constructive feedback from the public authorities. The project team built a serious and professional image regarding themselves, the project players and actions. Even so, they may not be capitalising on their uniqueness in terms of expertise and their position in a field with a limited number of players, especially ones with good results.

The main lesson learned regarding accountability is the fact that non-quantitative implications also play a role, but these are not easily captured by indicators.

KEY SUCCESS FACTORS: Proven experience and professionalism based on constant activity and presence helps the level of trust and credibility in the organisations at the base of the project.

POSSIBLE PITFALLS: (1) The inability to measure certain qualitative effects undermines the overall added value of the whole project or intervention, also due to (2) an ineffective communication model outside the project.

7.1 Overall successes and failures

The overall effect of the project is positive. High participation rates in seminars and conferences and numerous requests for information prove that project involvement is attractive or at least information is sought by individuals.

The successful practical implementation of local solutions following local seminars confirm the effectiveness of the consultation, and the importance of the territorial dimension of governance. The mechanism improved participative democracy processes and advocacy initiatives. Until now, these were treated superficially, or were unknown to certain groups of migrants from less democratic countries, which had to be guided in this direction. The changes in attitude are long lasting, and can only be observed over time and in direct contact, rather than by just looking at the quantitative indicators.

The consultation mechanism played an important role in policy formulation. The active participation of players in local seminars and national conferences was an important to the collection of data and information, transposing these in technical documents, and the actual formulation of policy.

In spite of these positive results, the lack of political support meant the governance network failed in its first attempt to introduce change through policy implementation. A new attempt, with support from Romanian MPs, is expected to generate change around the summer of 2014. This time frame places the process between the European Parliamentary and Romanian Presidential elections. This timing might be beneficial in terms of leverage for change.

7.2 What can be transferred?

The methodology and principles used in the project can be easily transferred to other sectors and places, since they are not project-specific and they can address participation issues in general. However, an important point to be taken from this case study is the advantage of correctly and efficiently embedding initiatives in location-specific, legal-administrative contexts.

The transferability and adaptability of the project and the consultation mechanism has been proven at national level. The main concern is the adaptability of these structures to international institutions, whose conditions and limitations have to be acknowledged, understood, and discussed by all players in an open and constructive manner, in order to avoid compromising the implementation process.

The trilateral consultation mechanism described in this case study is the most innovative and important instrument of the MiIR project, and acts as its structural base. The mechanism is built on the inclusion, active participation, mediation and assignment of responsibility to players. This approach empowers stakeholders to find answers to particular issues. This way, players take ownership of change and the transfer of know-how. In turn, this empowerment guides the players towards more voluntary actions.

The approach of the consultation mechanism can be adapted to different contexts, not specifically involving migration issues. Instruments used in the EU 2014-2020 programming period with strong local and territorial dimensions, e.g. community-led local development can benefit from the use of the consultation mechanism, due to their participative nature.

Another transferable innovation is the network of intercultural mediators as the transmission belt between civil society, public authorities and the migrant communities. Due to their role, the commitment and recognition of the mediators are very important. These can be achieved through official recognition and formalisation of their activity, with specific training and the development of mediation guidelines.

The start, end, and time frame of the project have to be carefully considered. In urban environments, the introduction of consultation mechanisms has to be a proactive process, in order to prevent effects which are more difficult to manage or even irreversible such as city level social exclusion, segregation, and/or formation of ghettos.

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