ESF Exploratory Workshop on

In/Equality for Third Country Nationals: Implementation and Effects of EU Directives on Migration and Asylum

Oxford (UK), 28 – 30 June 2010

Convened by:

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SCIENTIFIC REPORT
Executive summary

The workshop was held in Headington Hill Hall at Oxford Brookes University. Its overall aim was to bring together academics and policy makers from a number of different organisations and institutions located in the European Union, to discuss equality issues for third country nationals in access to key social goods, such as employment, education, health and housing.

The workshop addressed the situation of legal migrants in the EU, including the following categories: asylum seekers and refugees, long-term residents, economic migrants, and family migrants. It was divided into four main sessions, organised according to the above categories as well as the core themes of the workshop. For each session, a discussant provided a summary of the key themes and issues emerging from the papers and led the subsequent discussion. Aside from the four main sessions, there was an opening session, which included three keynote speeches, and a concluding session, where all the discussants provided an overview of the key themes that had emerged throughout the workshop. Each session included space for comments and discussion.

The opening session started with a welcoming speech by Professor Diana Woodhouse, Pro Vice Chancellor for Research at Oxford Brookes University, who spoke about the workshop theme with reference to current debates in the UK and the rest of Europe, thus helping to situate the workshop in a broader academic and policy context. This was followed by a presentation by the ESF representative Dr Sarah Moore, who talked about the structure and aims of the exploratory workshops, as well as other funding schemes available within the ESF. Dr Moore also participated in the concluding session, where she presented a number of research funding options that helped us summarising the general ideas and plans that had emerged throughout the workshop.

The rest of the opening session consisted of three keynote speeches. The first of these was given by Adriano Silvestri from the Fundamental Rights Agency, who spoke about the EU approach in relation to the question of universal human rights. In his speech, he drew upon a large scale survey undertaken by FRA to illustrate frequent experiences of discrimination amongst migrants and ethnic minorities in Europe. The second speech was given by Madeline Garlick, from the UNHCR, who focused on developments in the EU legal framework regarding the rights of asylum seekers and protection beneficiaries, highlighting progress as well as “gaps and deadlocks”. Third and finally, Stephen Davies from the EU Commission spoke about the situation in the EU, highlighting in particular the approach taken to deal with migration and integration.

In regards to the main body of the workshop contributions were made by researchers working in two broad areas: the first includes research focused on the study of law and policy developments in relation to ethnic discrimination and/or migration policy, on a national as well as EU level. The aim here was to analyse current law and policy, and address any shortcomings with regards to the question of equality in access to key
social goods, and furthermore, highlight any discrepancies, on the one hand between
different policy areas, and on the other between the EU and national level. The second
broad area of research was that focused on different forms of discrimination
experienced by third country nationals legally residing in different EU countries. The aim
was to fully understand both enabling and constraining effects of policy, as well as to
highlight the potential discrepancy between laws and policies, on the one hand, and
lived realities, on the other. As such, the workshop as a whole addressed the following
issues:

a) Analysis of the different status of non-citizens in EU Law as implemented by
Member States; assessment of the EU Directives on Migration and Asylum in the light of
the EU Equality Directives; ECtHR and Court of Justice’s case-law achievements in the
field of integration of migrants;

b) Overview of the underpinning political dynamics: EU institutions’ strategies
towards integration challenges (inclusion-exclusion patterns; naturalisation’s model vs.
secure residence status and equal treatment as tools for integration);

c) Examination of the interplay between equality and migration policies: how
equality policies sit with simultaneous developments in asylum and migration strategies
in the analysed national context;

d) Analysis of the effects of the different policies on the lives of third country
nationals, and the potential discrepancy between formal rights and the actual ability of
people to enjoy these;

e) Conclusions on the scope of the socio-legal concept of third country nationals’
integration arising from EU Migration and Asylum Law, the Equality Directives and their
impact on non-EU citizens' effective enjoyment of the rights they are formally granted
on paper. Future developments introduced by the Lisbon Treaty.

All in all, the workshop was very successful. There were twenty-seven participants, from
eleven different countries, and twenty-five different institutions. Contributors included
PhD candidates, university lecturers, researchers and professors, independent
researchers, practitioners, and representatives from governmental and non-
governmental organisations. The different contributions made for a number of
interesting discussions. The involvement of a wide range of participants from different
types of organisations and at different stages of their careers provided the basis for a
fruitful exchange of ideas. Furthermore, despite the full schedule and at times intense
discussions held, the atmosphere was friendly and relaxed throughout the workshop.
Also, the venue and city where the workshop was held, along with the good weather,
provided a great environment for interesting and engaged discussions as well as social
activities. Amongst the social activities, the film “Like A Man On Earth” (“Come un uomo
sulla terra”, Italia 2008) by R. Biadene, A. Segre, D. Yimer, was shown the first
evening. Then, the workshop official dinner was held at the Ashmolean Museum restaurant in the heart of Oxford. Prior to the dinner, the convenors had arranged a private tour of the museum, which most participants attended.

**Scientific content of the event**

As noted previously, the workshop was organised into four main sessions, and between four and six papers were presented in each of these. What follows is a brief description of each panel and the papers included, as well as an overview of the key issues that emerged from the papers and the subsequent discussion.

The **first panel** was entitled “The integration of third country nationals into the labour market and wider society: issues of equality and discrimination”, and it included six papers. First, Sonia Morano-Foadi spoke of the Equality Directives and a lack of protection against discrimination based on nationality, which she suggested is a significant gap in the existing EU legal framework. Second, Esther Weizsaecker gave a paper about the recognition of the professional qualifications of third country nationals in the EU, arguing that whilst the importance of recognizing “imported” qualifications is emphasized in law, it appears to be a particularly difficult issue when it comes to implementation, posing obstacles for ensuring equal access to qualified employment. In the third paper, Diletta Tega gave an account of the impact of the Racial Equality Directive in Italy, focusing on the role played by the National Office Against Racial Discrimination, which was created in compliance with that Directive. Whilst focusing on developments in the legal framework and its implementation in Italy, the paper also highlighted, more generally, the role to be played by non-judicial bodies in the fight against discrimination.

Whilst the first three papers in this panel focused specifically on legal provisions and problems relating to gaps in the legal framework, as well as its implementation, the following three considered a number of further issues to do with the integration of third country nationals in different member states. In the fourth paper of the panel, Aino Saarinen spoke about developments in Finnish immigration policies, focusing on the issue of the political participation of migrants. Considering that alongside the history of migration and integration policies, she concluded by asking whether at some stage, migrants may move from being the targets of policy, to becoming policy makers themselves. The fifth paper was by Pieter Bevelander, and it looked at the employment integration of different groups of migrants in Sweden, comparing in particular resettled refugees, asylum seekers and family reunification cases. He argued for the importance of a detailed analysis that takes account of differences in admission status, place of birth or ethnic origin, as well as regional differences, when trying to make sense of differences in migrants’ economic integration. In the sixth and final paper of the panel, Maja Cederberg, looking at the same country, asked what employment integration actually implies in terms of
the wider process of social integration of third country nationals. Considering improvements of the legal framework protecting third country nationals against discrimination alongside developments in labour market and welfare policies, she asked whether the latter may to some extent function to undercut progress made in relation to the former, in regards to the question of in/equality in particular.

The second panel focused on the categories of refugees and asylum seekers, and included four papers. In the first paper, Kerstin Gudermuth spoke of the situation of refugees and asylum seekers in Germany, pointing towards two key factors impacting on the possibility of being recognized as a refugee and gaining full residence rights. The first has to do with the particularities of how refugee status is defined, and the second with the German response to the transition to post-communism in the East, which entailed moves towards a more restrictive regime. In the second paper, Micaela Malena gave an account of the legal framework concerning reception and integration of beneficiaries of international protection and relevant policies in Italy, and their implementation, in light of the EU common policy developing in this area as well as from an equality perspective. The third paper was by Katia Bianchini, who looked at asylum seekers’ access to social goods, focusing in particular on the UK’s compliance with the European Reception Directive. In the fourth and final paper, Susan Zimmerman considered the integration process of refugees in the UK and Netherlands, focusing particularly on how conditions in the sending country impacts on this process, and using Somali refugees as a case study.

The third panel was about economic migrants and long-term residents, and included five papers. First of all, Eleonore Kofman considered the gendered aspects of the EU skilled migrant policies. Set in the context of a broader discussion about the gendered valuation of skills, she highlighted the gendered implications of, amongst other things, using salary levels as the key determinant of skill levels, in turn impacting on migrant status and the rights attached. In the second paper, Kay Hailbronner gave an overview of the EU Researchers’ Directive and the Blue Card Directive as well as their transposition into the German system, looking particularly at the question of right to equal treatment with EU nationals, and the restrictions in place. The third paper moved to a slightly different area within economic migration policies, namely the social citizenship rights of migrant domestic workers. Here, Maria Kontos pointed towards a key paradox in the lives and experiences of migrant domestic workers, found in their position as workers within private households, combined with a lack of rights to their own family life. The fourth paper, by Jesse Moritz, considered the policies of both the EU and selected member states regarding access to employment and occupation for different categories of migrants, but also a range of further rights (e.g. settlement and family reunification). He argued that there is a significant distinction in European policy between “wanted” (e.g. the highly skilled) and “unwanted” migrants. In the fifth and final paper of this panel, Diego Acosta considered issues relating to security of
residence for long-term residents, and more specifically the conditions under which it is possible to expel a third country national as compared to an EU national. Considering how the European Court of Law has dealt with previous cases, his paper pondered on the possible approach it may adopt in the future.

The **fourth and final panel** considered different aspects of family migration, in regards to migrants’ rights to family reunification, the conditions in place for family migrants, and their differential access to different social goods. In the first paper of this panel, Albert Kraler pointed towards a tension he suggested exists in policy, where we see that on the one hand, the right to family reunification is expanding, whilst on the other, access to those rights are increasingly restricted, largely through the gradual introduction of conditions that need to be fulfilled. The second paper was given by Keith Puttick, who looked at issues arising from when family members lose their residence rights, but also emphasised that whilst residence rights are key, so are social rights to which family members have differential levels of access. In the third paper, Carmen Perez Gonzales looked at the implementation of the EC Directive on the right to family reunion in Spain. This issue was addressed in the context of a broader tension she proposed exists for member states in relation to migration policies, between safeguarding the human rights of migrants whilst asserting the power to determine the composition of the population.

The fourth paper, by Costas Papadimitriou, looked at the right to work for family members, focusing in particularly at the case of Greece. Amongst the issues discussed in this paper, the question of discrimination on grounds of nationality was brought up, and it was argued that some such cases might in practice be covered by the law against race discrimination. The final two papers brought us back to the question of the conditions in place for family migration, which was raised in the first paper of the panel. Both these final papers focused on the introduction of integration requirements for family members and how these have been formulated and/or implemented in different countries. Cordelia Carlitz’s paper looked at the German case. It highlighted the fact that the concept of integration is not defined in EU law, and asked into what extent integration requirements can be introduced without violating fundamental and other rights protected by the EU. Karin de Vries’ paper focused on how integration policies in the Netherlands are formulated, and in particular the designation of groups deemed to be in need of integration testing. Asking whether this might in itself be a form of ethnic discrimination, she highlighted the complex relationship between integration policy and discrimination.

Most of the papers presented were followed by a series of questions, comments, and points for further discussion, whilst the panels in turn were concluded with comments by the discussants and an open discussion. Whilst limited space does not allow the contributors to go into great detail regarding all the different points raised, it follows an attempt to summarise the key issues and themes that were debated. These include:
• The importance of addressing a lack of legal protection against discrimination on grounds of nationality in the EU as well as the interplay between the EU antidiscrimination framework and the equality clauses entailed by the Directives on migration and asylum. The current development of a joint European asylum system and the equality implications, with particular regard to the Lisbon Treaty and the Stockholm Programme, focusing on the degree of general compliance with fundamental rights obligations.

• The growth of temporary migration statuses in different EU countries and what this implies in terms of the rights and opportunities of third country nationals, their higher social vulnerability and increasing difficulties in reaching a steady integration.

• A growing distinction between migrants with temporary status and limited rights in a number of areas and long-term residents and refugees, whose rights are close to EU nationals; the distinction between “wanted” and “unwanted” migrants (notably highly skilled versus low skilled economic migrants, or asylum seekers and refugees – but also to some extent family migrants).

• The gendered implications/dimensions of migration policies: e.g. an increased problematisation of family migrants linked to a problematisation of gender and family relations in “other” (non-European) countries/cultures, and salary being used as an indicator for skill levels in labour migration policies structurally disadvantaging women.

• The importance of acknowledging the complexity of inequality and how different divisions intersect with one another: nationality and ethnicity intersect with gender, but also class.

• Tensions between equality, integration and migration policies emerging out of an expanded and improved protection against discrimination on the one hand, and an increasingly restrictive asylum and migration policy on the other.

• A potential discrepancy between legal/formal protection against discrimination and the ability to be free from discrimination in practice.

• The importance of interrogating the notion of integration itself: what does integration actually mean, as a social, political and economic process? The relevance of legal, political and sociological conceptions of integration and their impact on individuals.
Assessment of the result and contributions to the future direction of the field

Two new research objectives were identified as a result of the workshop. The first has considered the extent to which social rights formally ensured to third country nationals are effectively enjoyed. This has been explored in relation to each of the analysed category of:

1. asylum seekers and beneficiaries of international protection
2. long-term residents
3. economic migrants
4. family members.

The second has reflected on the interplay between the equality/non-discrimination principles based on nationality and race, - emerging from EU Law and being implemented within the Member States -, and the equality clauses\(^1\) provided by secondary legislation in relation to the different categories of non-EU nationals. Within this context, full attention should be paid to the legal measures transposing EC Directives on migration and asylum adopted by a selected number of Member States\(^2\), and to the perception of the migrants themselves towards safeguards of equality and integration requirements\(^3\).

The final session has discussed possible future scenarios of the equality principle and its actual sustainability as a means to convey proportionality and equivalent conditions between nationals and non-nationals to foster integration, both at the EU and the national level.

A key outcome of the workshop consists of a book which brings together a number of different contributions made by the participants. A proposal has been

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\(^1\) By the term “equality clauses” it is meant to refer to those provisions entailed by EC Directives on migration and asylum, as well as by domestic implementing measures, which set out equivalent standards of treatment for third country nationals and nationals with particular regard to access to social rights.

\(^2\) The “conditions of entry and residence” of third country nationals are regulated by Art. 79, par. 3 LTFEU (Art 63, par. 3 TEC) and secondary legislation. However, the volume of legal migration is “a matter of national discretion”. Several directives were introduced since immigration law was inserted into the EC Treaty in 1999. The main Council Directives investigated are: Dir. 2003/109 on the status of third-country nationals who are long-term residents; Dir. 2003/86 on the right to family reunification; Dir. 2003/9 laying down minimum standards for the reception of asylum seekers; Dir. 2004/83 on minimum standards for the qualification and status of third country nationals or stateless persons as refugees or as persons who otherwise need international protection and the content of the protection granted; Dir. 2005/71 on a specific procedure for admitting third-country nationals for the purposes of scientific research and Dir. 2009/50 on the conditions of entry and residence for the purposes of highly qualified employment.

\(^3\) The integration process is double-faceted as it would imply from the side of the State to grant equivalent conditions of treatment for non-nationals and effective access to welfare, and from the side of the individual to meet certain requirements, such as mastering the language of the host country. Moreover, the concept of integration could be challenged by the migrants, who will demand the full enjoyment of the social rights they are entitled to from the State, thus to acquire to a certain extent the active position of formal citizens.
submitted to Edward Edgar Publishing, a leading international academic publisher in economics, management, law, environment, public and social policy. The aim of the book is to blend legal, sociological and policy oriented research to examine the status of third country nationals, legally resident within EU borders. The originality of the manuscript lies in its contents and methodology.

The first relevant feature is the intersection between the EU migration/asylum law and policy and the EU anti-discrimination legislation on the grounds of nationality and race.

The book follows the legal, political and social developments after Tampere towards the construction of harmonised migration and asylum policies, and considers both their positive outcomes and current shortcomings. The work focuses on the implementation of the EU strategies in a selected number of Member States to explore their impact on the national level.

The second innovative element of the book relies upon its comparative and socio-legal methodology. The legal framework of the monograph pertains to an in-depth analysis of the equality clauses implied by EC Directives on migration and asylum and their interplay with the EU antidiscrimination legislation. The sociological investigation mainly deals with the impact of European law and policies on the individuals. The comparative pattern relates to the implementation of EU law and policy at national level in a cross-cutting fashion, providing an interdisciplinary overview of the models of integration and social cohesion shaped by the European and national actors for the European society.

The convenors set up an electronic submission format on a Wiki server (https://wiki.brookes.ac.uk/display/ITCN/Home), which was used to communicate future plans and follow up activities amongst the participants. Hence, they uploaded detailed information on the ESF Research Networking Programme for the final round table on future research activities. During the session, Dr Sarah Moore, the ESF appointed rapporter, has announced the suspension of this programme till further notice. Thus, the convenors and the contributors have thought about other opportunities for future development and have explored the possibility of using the ESF’s Science Policy Briefing (SPB). This scheme might provide the participants with the prospect to develop views and analyses of future research developments in the migration field with the aim of defining research agendas at national and European level. Dr Sarah Moore expressed her intention to keep the group informed about the future running of this programme.
Final Programme

Monday, 28 June 2010

10.00-11.00  Registration (coffee and tea)
Oxford Brookes University, Headington Hill Hall, Headington Campus

11.00-13.00  Opening Session

11.00-11.15  Welcome by Pro-Vice Chancellor for Research
Prof Diana Woodhouse (Oxford Brookes University, Oxford, UK)

11.15-11.30  Presentation of the European Science Foundation (ESF)
Dr Sarah Moore (Standing Committee for Social Sciences - SCSS)

11.30-11.45  Chair: Prof Meryll Dean (Oxford Brookes University, Oxford, UK)

11.45-12.45  Keynote address
Dr Adriano Silvestri (EU Agency for Fundamental Rights, Vienna, Austria) "The universality of human rights and the approach by the European Union"
Ms Madeline Garlick (UNHCR, Bureau for Europe, Brussels, Belgium) "Rights of asylum seekers and protection beneficiaries in the EU: progress, gaps and deadlock"
Mr Stephen Davies (Justice, Freedom and Security Directorate General EU Commission, Brussels, Belgium) "(Non-Asylum) immigration acquis and integration"

12.45-13.00  Discussion

13.00-14.00  Lunch

14.00-17.50  Session I: The integration of third country nationals into the labour market and wider society: issues of equality and discrimination

14.00-14.15  Discussant  Ms Susanna Mehtonen (Amnesty International EU Office, Brussels, Belgium)

Dssa Sonia Morano-Foadi (Oxford Brookes University, Oxford, UK)

14.45-15.10  "Recognition of professional qualifications of third country nationals in the EU"
Dr Esther Weizsaecker (Bundesministerium fuer Bildung und Forschung, Berlin, Germany)

Dr Diletta Tega (Universitá degli Studi di Milano-Bicocca, Milan, Italy)

15.35-16.00  Coffee / tea break

16.00-16.25  "Three turns of immigration policies in Finland: From targets to policy makers?"
Dr Aino Saarinen (Helsinki University, Helsinki, Finland)

16.25-16.50  "The employment integration of resettled refugees, refugee claimants and family reunion migrants in Sweden"
Dr Pieter Bevelander (Malmö University, Malmö, Sweden)

16.50-17.20  "Employment Experiences and the Process of Social Integration: An Exploratory Paper on Female Migrants in Sweden"
Dr Maja Cederberg (Oxford Brookes University, Oxford, UK)
Tuesday, 29 June 2010

09.00-12.00 Session II: Asylum and refugees: question of in/equality in the settlement process

09.00-09.15 Discussant: Ms Madeline Garlick (UNHCR, Bureau for Europe, Brussels, Belgium)

09.15-09.40 "Refugees and Asylum Seekers: The German Case"
Dr Kerstin Gudermuth (Technische Universitaet Berlin, Berlin, Germany)

09.40-10.05 "Refugee integration in Italy: tentative analysis of current shortcomings and future scenarios within the EU common standards"
Dr Micaela Malena (National legal expert on asylum and migration – visiting fellow at Oxford Brookes University)

10.05-10.40 Coffee / tea break

10.40-11.05 "Access to social goods for asylum seekers"
Ms Katia Bianchini (Irregular Migration Group, Hamburg Institute of International Economics, Hamburg, Germany)

11.05-11.30 "Refugees' integrations and lives: a qualitative study in London and the Netherlands"
Dr Susan Zimmermann (Refugees Studies Centre, Oxford, UK)

11.30-12.00 Discussion and conclusion of the second session (Ms Madeline Garlick)

12.00-13.00 Lunch

13.00-16.30 Session III: Economic migrants and long term residents: analyzing the legal and policy framework

13.00-13.15 Discussant: Prof Elspeth Guild (Radboud University Nijmegen, Nijmegen, The Netherlands)

13.15-13.40 "The equality implications of EU skilled migration policies"
Prof Elenore Kofman (Middlesex University, London, UK)

13.40-14.05 "Researchers’ Directive and the blue card Directive"
Prof Kay Hailbronner (Universitaet Konstanz, Konstanz, Germany)

14.05-14.30 "Negotiating Social Citizenship Rights of Migrant Domestic Workers"
Dr Maria Kontos (Johanna Wolfgang Goethe Universitaet, Frankfurt am Main, Germany)

14.30-15.05 Coffee / tea break

15.05-15.40 "Access to employment and occupation in Belgium, Germany, and the United Kingdom – The subtle and ‘not-so-subtle’ messages of European and Member States’ Policy and Legislation"
Mr Moritz Jesse (European University Institute, Florence, Italy)
“Inequality or equality on security of residence for third country nationals who are long term residents? Possible approach by the European Court of Justice”
Mr Diego Acosta (Radboud University Nijmegen, Nijmegen, The Netherlands)

Discussion and conclusion of the third session (Prof Elspeth Guild)

Guided tour at the Ashmolean Museum

Conference dinner at the restaurant of the Ashmolean Museum

Wednesday, 30 June 2010

09.00-12.45 Session IV: Family members: residence rights and integration
09.00-09.15 Discussant Dr Sarah Van Walsum (VU University Amsterdam, Amsterdam, The Netherlands)
09.15-09.40 “The Liberal Paradox: Expanding Rights, Reducing Access, Contemporary Patterns of Family Migration Policies in the EU”
Mr Albert Kraler (International Centre for Migration Policy Development, Vienna, Austria)
09.40-10.00 “Equality for family members of TCNs at the EU level”
Dr Keith Puttick (Staffordshire University, Staffordshire, UK)
10.00-10.25 “Some effects of the implementation of Council Directive on the right of family reunification in the Spanish legal order”
Dr Carmen Perez Gonzales (Universidad Carlos III de Madrid, Madrid, Spain)
10.25-11.00 Coffee / tea break
11.00-12.15 “The right to work of TCN family members of EU citizens in Greece”
Prof Costas Papadimitriou (University of Athens, Athens, Greece)
11.25-11.50 “Family reunification in the German legal order”
Ms Cordelia Carlitz (Universitaet Konstanz, Konstanz, Germany)
11.50-12.15 “Integration requirements as conditions for immigration to the Netherlands: a form of ethnic discrimination?”
Ms Karin De Vries (Vrije Universiteit Amsterdam, Amsterdam, The Netherlands)
12.15-12.45 Discussion and Conclusion of the fourth session
12.45-13.30 Lunch
13.30-15.30 Session V: Synthesis (Discussion on Future Plans)
13.30-15.00 Round table (lead by Ms Susanna Mehtonen, Prof Elspeth Guild, Dr Sarah van Walsum)
15.00-15.30 Closing session (with coffee / tea)
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**Statistical information of participants (age, gender, country of origin)**

There were 27 participants in total (excluding the ESF representative), and these included PhD candidates, university lecturers, researchers and professors, independent researchers, practitioners, and representatives from governmental and non-governmental organisations.

Age: 20-30: 15% of the participants; 30-40: 33%; 40-50: 19%; 50-60: 26%; 60+: 7% (we did not gather information about the age of participants. Hence, the information is based on estimated ages.)

Gender: 18 women (67%) and 9 men (33%)

Countries represented: The UK: 22% (6); Germany: 22% (6); The Netherlands: 15% (4); Belgium: 11% (3); Italy 7% (2); Austria: 7% (2); Sweden: 4% (1); Finland: 4% (1); Greece: 4% (1); Spain: 4% (1)

Countries of origin of participants: Italy: 19% (5), Germany: 19% (5); Netherlands: 11% (3); The UK: 11% (3); Spain: 7% (2); Finland: 7% (2); Greece: 7% (2); Australia: 7% (2); Austria 4% (1); Sweden: 4% (1); Canada: 4% (1)