12 Conclusions

*Maciej Duszczyk, Marta Pachocka
and Dominika Pszczółkowska*

There is no reason to expect that migrations will cease in the future. Growing inequality in the world, military conflicts and climate change will stimulate flows of people in search of safer living conditions. Migration policies at both national and European levels (of the European Union and, to a lesser degree, the Council of Europe) and at world level (for example, through the actions of the International Organization for Migration, the United Nations High Commissioner for Refugees or the International Labour Organization) will be of interest not only to politicians but to large parts of society. The key issue is thus how to manage migrations so that they bring significantly more benefits than challenges.

This book has focused on the relationship between immigration and integration policies – the two basic components of migration policy (the third – diaspora policies – is not within the scope of this publication). We hypothesised that a very close relationship between immigration and integration policies is needed to make migration policies more effective. In the Delphi survey presented in Chapter 4, we asked experts from seven European countries if integration policy should be treated as primary to immigration policy. This would mean that a given state's or group of states' instruments of admission of migrants would be dependent on the effectiveness of its integration policy. This effectiveness would be measured by how the inflow of migrants impacted on the level of social cohesion in a given territory.

The results of our empirical study and the case studies in this book looking at the relations between immigration and integration policies in selected European states and in Australia all demonstrate clearly that decision-making within the two has to be very closely interlinked. States should aim to treat this as one single system of migration management, which means that the impact of one field's decisions on the other should be forecast and taken into consideration. For example, a decision to open up the labour market or liberalise the visa regime should be taken based on a country's or state's capacity to integrate newcomers in the receiving society. Such an approach would anticipate any potential challenges resulting from the acceptance of migrants whose stay is initially planned as short-term but who change their plans during their stay. The problem is well-known in the history of immigration into Europe. As we know, migrants were encouraged to go to a number of countries to fill shortages in their labour markets but were not offered any integration instruments on the assumption that they would leave

once their employment had ceased. This did not happen. Thus, if a state wishes to liberalise its immigration policy, for example by opening up its labour market, it should, at the same time, prepare its integration policies to deal with larger numbers of newcomers and, in the future, also their family members. This would help to avoid the many challenges which can and do occur, especially with the second or even the third generation.

In this book, analysis of the views of experts, as well as examples from both individual European countries and Australia, demonstrate that giving priority to integration policy is not seen as a possible alternative to today's logic of decision-making in migration policy. Immigration policy, or the regulation of the inflows of foreigners based on the needs of the labour market, is still given priority. However, our results also demonstrate a certain difference of opinion between experts from Central and Eastern Europe – which has only recently become a destination for migrants – and Western Europe. In the latter, the need to build close ties in decision-making in the two fields and the importance of integration policies has been raised much more frequently. This is probably a result of the experiences which Western European countries had with inflows of migrants and their integration. In Central and Eastern Europe there are almost no citizens of migrant origin and current inflows are mostly from culturally similar countries. This leads some to mistaken conclusions concerning the lack of need for an integration policy. Instead of falling into this trap, Central and Eastern European countries should learn from the experiences of those who, before them, accepted large inflows of migrants. An open immigration policy for citizens from, for example, Ukraine and going to Poland, Czechia or Hungary, should be accompanied by a broad offer in the destination country's integration policy.

Another important conclusion from the survey and case studies (see, in particular, the chapters on Poland and Spain) is that local governments and nongovernmental organisations alike should be involved in the execution of migration – and especially integration – policy to a much larger degree than is the case presently. These are the entities with the largest practical experience of preparing and implementing integration instruments and the first to which migrants turn with their expectations and problems. This means that representatives of local governments (especially big cities) should be involved on a permanent basis not only in creating the assumptions and strategies of migration policy but also in deciding on particular instruments.

This book, which, to our knowledge, is the first such comprehensive contribution to demonstrate the relationship between integration and immigration policies, includes both the results of empirical studies and the descriptions of the situation in particular countries. It offers both theoretical and practical knowledge. We thus believe that it can be useful for both scholars and practitioners of migration policy. That was our goal. We do have a sense of insufficiency, which results in part from the lack of data available on many issues and, even more, from the extreme politicisation of migration issues, especially in recent years. This encourages us to continue our research in this field, to find the optimal relationship between immigration and integration policies and to help to create effective migration policies.