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## Research and Documentation Center on Immigrants Integration

# Immigrants Integration Barometer

## 2013



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## LIST OF ABBREVIATIONS

- ANC** - National Authority for Citizenship
- ANOFM** - National Employment Agency
- ARPS** - Romanian Association for Health Promotion
- BOP** - Public Opinion Barometer of the Soros Foundation Romania
- CNAS** - National Health Insurance House
- CNCD** - National Council for Combating Discrimination
- CNRR** - National Romanian Council for Refugees
- CRC** - The Centre for Civic Resources (CRC) Constanța
- DGASPC** - General Directorate for Social Work and Child Protection
- EEA** - European Economic Area
- FSR** - Soros Foundation Romania
- IGI** - General Inspectorate for Immigrations
- IIB** - Immigrant Integration Barometer
- IIT** - Timișoara Intercultural Institute
- MMFPSPV** - Ministry of Labour, Family, Social Protection and Elderly
- MNE** - Ministry of National Education
- OIM** - International Organisation for Migration
- TCN** - Third-country nationals
- UNHCR** - The United Nations High Commissioner for Refugees

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The study *Immigrant Integration Barometer 2013* was conducted within the project *Research and Information Centre on Immigrant Integration* financed from the European Fund for the Integration of Third-Country Nationals and implemented by the Romanian Association for Health Promotion (ARPS) and Soros Foundation Romania (FSR).

The Immigrant Integration Barometer (IIB) is a tool that analyses how the Romanian society capitalizes and facilitates immigrants' social inclusion, in particular the inclusion of those originating from outside the Community area. In order to reach this objective, the research team defined **three plans of integration** or inclusion of immigrants: **the ideal of integration** or the widest definition of the concept, at the level of fundamental rights, as it derives from statements, conventions and international treaties. **The vision of integration** – namely the fundamental rights for affirmation, the public policies and the specific legislation in Romania, and how close the vision is to the ideal of integration; and **the practice of integration** – namely citizens' perceptions and opinions and how public institutions implement the specific policies and legislation.

These plans were projected over a system of thirteen dimensions of integration, grouped into five levels: **Level 0, the opening**, which includes two dimensions, *the freedom of movement* (legal opening), namely *recognition and acceptance* (opening of mentalities). **Level 1, the acceptance of differences**, which includes *strategic planning* (the first dimension), as well as the affirmation of *non-discrimination* (the second dimension), facilitation of aliens' access to the local culture (the third dimension, *Language and education*), as well as the understanding of the primary need of *family reunification* (the forth dimension). **Level 2, the basic support for integration**, which comprises four dimensions, three of them (*health, labour and welfare*) relating to the State's action, and the fourth (*social support*), to the society's actions, be they individual or of some groups of individuals (formalised or not). At **Level 3, the inclusion**, we are speaking of the opportunities that a society offers to aliens to express and harmoniously develop their individual cultural and spiritual side (*society and culture*), to actively participate in the public matters (*civic involvement*) and even to receive special support to fulfil their dream (*positive discrimination*). Finally, **Level 4, the citizenship**, which is synonymous with the final dimension of integration, is *the citizenship*, namely immigrants' political integration.

In a first stage of the research the project team examined the scholarly literature, the main legislative and domestic and international policy milestones, as well as the relevant data publicly available, which resulted in functional schemes for the first two plans of integration: „the ideal” and „the vision”. The same

research effort led to hypotheses regarding the third plan, „the practice”, as well as a set of data sources and collection methods to verify these hypotheses. The outcome of this stage is the Research Conceptual Framework, presented in the annex.

In the second stage, the researchers implemented the proposed methods, obtaining the data required for assessing the hypotheses. Data analysis and synthesis led to this report. This has to be read together with the three intermediary reports (on immigrants, institutional actors, and public opinion), which detail the outcomes of the research for each of these groups.

The study presents the main elements and conclusions of the research for each of the thirteen dimensions of integration, grouped into the five plans previously defined. The summary of all this information is centralised in the final section of the report, in what we can call IIB Evaluation 2013, accompanied by recommendations for actions addressed to the institutions in charge with immigrants’ integration in Romania.

**PREAMBLE: THIRD-COUNTRY NATIONALS WITH A LEGAL RIGHT TO STAY IN ROMANIA**

The notion of „immigrant”, who can be simply defined as a person going to a foreign country in order to settle there, covers many social or legal implementations, depending on the way how that person reached the foreign country, the circumstances in the origin country, the legislation and the circumstances in the destination country, as well as on the relations between the two countries. By crossing all these dimensions we obtain an ample matrix, which still includes terms not agreed upon in the scholarly literature.

This study, *Immigrant Inclusion Barometer*, has several clear dependencies as concerns the research field (the study population), which are given by the specific requirements of the donor and by the specifications of the project of which it is a part. In brief, the study examines the status of *third-country nationals with a legal right to stay in Romania*. We therefore excluded some specific groups of immigrants, of which the most important are the following: persons originating from European Union member countries, refugees and the asylum seekers, and illegal immigrants.

On the other hand, the study has a dominant component of social research. Previous research studies have shown that the attempts to implement the concept of third-country nationals into a form intelligible to the general public failed. The fine legal tuning does not work for the public opinion, for which an alien is still an alien. At the same time, the study population has two important features: it is the largest group of immigrants and it is the group towards which all the others aim, with the notable exception of EU citizens. In fact, all immigrants – who by definition want to settle in Romania – take the first steps by accepting the status of permanence, regardless of what happens in the origin country, and by obtaining a legal status. The integration of persons originating from EU countries is considerably facilitated at this moment by Romania’s accession to the Community block.

In these circumstances, it is reasonable, when we speak about the integration - as a general process - of our target group (*third-country nationals with a legal right to stay in Romania*), to extend the coverage to all immigrants. In this respect, the name of the study is The Immigrant Integration Barometer and

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<sup>1</sup> This section summarises the Research Conceptual Framework for the Immigrant’s Inclusion Barometer. The conceptual framework was developed by the research team in the first stage of the project and it is attached in its entirety at the end of the report.

throughout the research we will speak about *immigrant* and not about *TCN* or other concepts with technical meanings. Within the quantitative component of the research, we followed, at a primary level, the evolution of public perceptions regarding the above-mentioned sub-groups, as a basis for future specific research projects.

## STUDY DEFINITION AND VISION

The Immigrant Integration Barometer (IIB) is a tool that examines how the Romanian society capitalizes and facilitates immigrants' social integration, in particular of those originating from outside the Community area.

In order to reach this objective, IIB intends to examine [three plans of integration](#) or inclusion of immigrants:

1. **Ideal of integration** – the widest definition of the concept, at the level of fundamental rights, as it derives from statements, conventions and international treaties. This plan meets the need of having a reference system, as well as the self-imposed condition of taking into account the European context.
2. **Vision of integration** – what are the rights to affirmation, public policies and specific legislation in Romania, and how close the vision is to the ideal of integration. It is the first level of the analysis of the status in Romania and it deals with what is *stated* in the legislation in force.
3. **Practice of integration** – what citizens' perceptions and opinions are and how public institutions implement the specific policies and legislation; how close the practice is to the vision. It is the in-depth level of the analysis and it has two important components. On the one hand, we watch to what extent the legal provisions are *implemented*, while on the other hand we examine whether the society has internalised the affirmed values.

The first of the three plans, „The ideal of integration”, is, as we said, the reference system of the comparative undertaking, the one against which we compare the progress. It is the firmest element of the entire conceptual framework; because the changes at this level are rare, we can even regard it as a fixed element, therefore it finds its place as an integral part of the conceptual framework.



Figure 1. The three plans of integration

The second plan, „The vision of integration”, is specific to the Romanian context and it has some firm components (visions of policies, multi-annual strategies) and some flexible components (procedures, standards, even legislation). There are also some previous analyses (quoted in the literature review, another deliverable of this project). By adding a document review to the secondary analysis of the mentioned sources, we can include a first assessment of this dimension into the conceptual framework right from the beginning, as hypotheses.

The third plan, „The practice of integration”, is the most dynamic and it is the main topic of the annual assessment, using the research methods proposed by the project and the ones added by the research team. At the conceptual framework level, in addition to the research hypotheses, we will specify the methods used and we will add a list of field tools.

## RESEARCH DIMENSIONS

The preliminary analysis, materialised in the Research Conceptual Framework, enabled us to define *dimensions* of the integration and *indicators* for each of them, which will be monitored during the research.

**SYNTHESIZING THE DIMENSIONS OF THE INTEGRATION IS THE INNOVATIVE PROPOSAL OF THE RESEARCH TEAM.** We took elements from many other similar studies, from various countries, however the form proposed for this project is new and it represents the central point of the conceptual framework of The Immigrant Inclusion Barometer.

We decided to develop such an innovative tool because none of the previous approaches could meet all the previously defined objectives and conditions (see the section Preliminary Considerations). We found it necessary to work with a framework that would match both the specific conditions in Romania and the project requirements, yet without missing any aspect of the immigration or social inclusion theories.

We grouped the dimensions of the integration into five categories, which we called *levels of integration*:

**LEVEL 0, OPENNESS.** A closed society, which isolates itself and locks its boundaries, is completely hostile to immigration. Even when aliens are legally allowed to come, the society remains closed when the population does not recognise and accept the alterity. In order to be able to start speaking of integration of immigrants, we need a minimum openness of the society and therefore this is Level Zero, the start point. This level includes two dimensions, namely *free movement* (legal openness), and *recognition and acceptance* (opening of mentalities).

A mention is necessary here. In the widest way, *the human ideal* is to have any human being able to choose to live anywhere on Earth, without restrictions. This ideal is however far from any international regulation, even from the most liberal statements of rights. This is why we preferred a more restrictive measure of the free movement.

**LEVEL 1, ACCEPTING DIFFERENCES.** After the society opens, going along, the next step on the path to integration is the understanding and acceptance of differences. This means a systematic concern reflected into national and local policies – therefore a *strategic planning* (the first dimension), as well as affirmation of the *non-discrimination* (the second dimension). It also means facilitating aliens' access of to the local culture (the third dimension, *Language and education*), as well as understanding the primary need of *family re-unification* (the fourth dimension).

**LEVEL 2, BASIC SUPPORT FOR INTEGRATION.** The contemporary world acknowledges the basic social rights and the international treaties include states' obligations to ensure their non-discriminatory access to them. Including immigrants in public support programmes is a new step towards integration and a new level in our scheme. Three out of the four proposed dimensions (*health, labour and welfare*) refer to the action of the State, while the fourth (*social support*) refers to society's actions, be they individual or of some groups of individuals (formalised or not).

**LEVEL 3, INCLUSION.** Going further with the satisfaction of basic needs, at this level we speak about the opportunities that a society offers to aliens to express and harmoniously develop the individual's cultural and spiritual side (*society and culture*), to actively participate in public matters (*civic involvement*) and even to receive special help in order to fulfil their dream (*positive discrimination*).

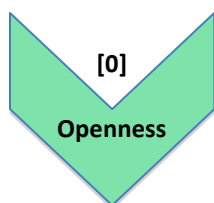
**LEVEL 4, CITIZENSHIP.** Further speaking about the ideal, it is self-understood that the objective of any immigrant – namely of the person settling in another country - is to become part of the citizenship body of the host country. The last level and the final dimension of integration is *the citizenship*, namely the political integration of immigrants.

The table below summarises the levels and dimensions of integration. For each dimension we proposed an indicator, understood as a measuring tool for that dimension. At this point of the conceptual framework, the indicators are rather general. Implementation takes place at the moment of defining the research tools.

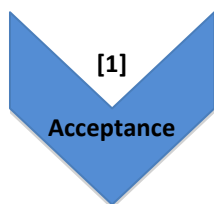
## „IDEAL” AND „VISION” OF INTEGRATION: FUNCTIONAL SCHEMES

Using the synthesis of integration dimensions, based on the preliminary analysis of public policy documents, presented in detail within the conceptual framework, we can implement the first two plans of the Immigrant Integration Barometer research: „the ideal” and „the vision”.

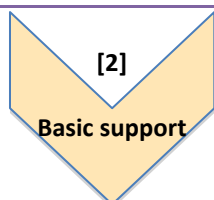
„The ideal” describes the widest form of integration formulated in international documents, some of them materialised in treaties, others remaining just principles, yet widely accepted as objectives directly deriving from the universal human rights. Figure 2 shows the functional scheme of the ideal of integration, with the five levels previously described.



- Anyone can settle wherever s/he wants
- Any person's rights and freedoms, irrespective of religion, are guaranteed and respected
- Citizens accept immigrants, without seeing them as threats

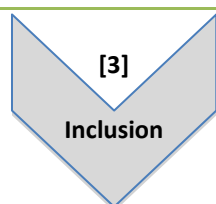


- The State develops and applies friendly policies on immigration, including family re-unification
- Any form of discrimination is forbidden by law and the public institutions actively apply the legal provisions
- Aliens are supported in participating in the public educational system, also by facilitating their learning of the host country language

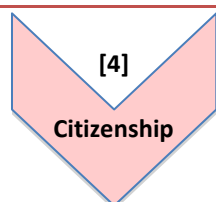


- Free access to health services (at least in case of emergency); public schemes for fighting poverty (social aids, social housing, etc.); public schemes for family support
- Free access or access within reasonable limits to the labour market
- Existence of private (non-governmental) networks supporting aliens





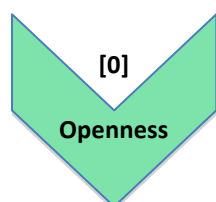
- Public opinion favourable to aliens, who have the possibility to preserve their own culture. There are positive and frequent interactions.
- Immigrants have the possibility to actively participate in the life of the community
- The State implements efficient affirmative actions to integrate aliens



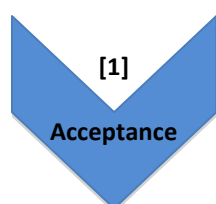
- An intelligible and reasonable roadmap for obtaining the citizenship is established by law and observed

**Figure 2. Implementing the plan "Ideal of integration"**

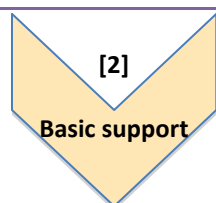
„The vision” of integration is anchored in public policies and the specific legislation affirmed in Romania. As in the previous case, the document review enables implementation on the five levels, as schematically shown in Figure 3.



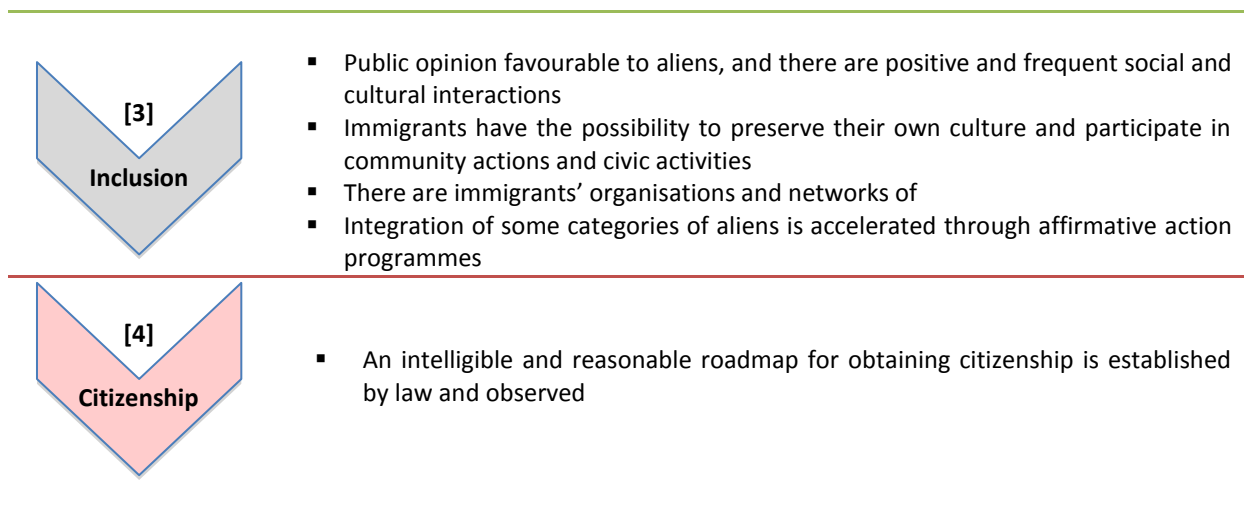
- Reasonable limits for settlement and freedom of movement in Romania
- Recognition and affirmation of immigrants’ rights. Attention paid to the observance of these rights
- Acceptance by the society



- Friendly policies regarding the immigrants, proclaimed and applied, as well as positive practices of local communities
- Anti-discrimination policies stated and applied
- Special courses on Romanian language and culture and access to the public education system
- Possibility to re-unify the family on Romania’s territory



- Free access to health services (at least in case of emergency); public schemes for fighting poverty (social aids, social housing, etc.); public schemes for family support
- Free access or access within reasonable limits to the labour market
- Existence of private (non-governmental) networks supporting aliens



**Figure 3. Implementing the plan "Vision of integration"**

### „THE PRACTICE OF INTEGRATION”: RESEARCH HYPOTHESES

The third plan, „the practice of integration”, is the main theme of the research. Obviously, the examination of this plan cannot be based on document examination and secondary analysis only.

Analysing the policies and legislation in Romania as well as the relevant actors, and adding basic information originating from the review of scholarly literature and of other available research data, we formulated the first answers and hypotheses regarding the situation in Romania.

For each of the previously defined indicators – namely the descriptive elements of the „vision” plan of integration – we formulated one or several work hypotheses and we established the main verification sources. The outcome is summarised in Table 1.

Table 1. "The practice" of integration: hypotheses and data sources related to immigrants' integration in Romania

Lev	Dimension	Indicators	Hypotheses	Sources
0	Free movement	Reasonable limits for settlement in the host country  Reasonable limits for freedom of movement within the host country	The Limits imposed by law are reasonable, as compared to other European states.  No systematic abuse is actually registered	Document review (legislation, policy documents, previous studies)  Interviews: immigrants, relevant actors
	<i>Recognition and acceptance</i>	<i>Recognition and affirmation of immigrants' rights</i>  <i>Attention paid to the observance of these rights</i>  <i>Acceptance by the society</i>	<i>The rights are legally recognised</i>  <i>State: there is a strategy, an action plan and attention is visibly paid to the respect of rights</i>  <i>Society: Tolerance (declared and/or perceived) for immigrants</i>	<i>Document review</i>  <i>Interviews: immigrants, relevant actors</i>  <i>Survey</i>
1	Strategic planning	Friendly policies regarding the immigrants, proclaimed and applied  Positive practices of local communities	Passive public policies, without action plans implemented  No such practices were identified	Document review  Interviews: all the actors
	<i>Non-discrimination</i>	<i>Anti-discrimination policies proclaimed and applied</i>	<i>Public policies proclaimed and applied</i>	<i>Document review</i>  <i>Interviews: public actors</i>
	Language and education	Special Romanian language and culture courses  Access to the public education system	Free Romanian language and culture courses, yet difficult to access  Actually difficult access to education	Document review  Interviews with immigrants, relevant actors

	<i>Family re-unification</i>	<i>The possibility of re-unifying the family on the host country territory</i>	<i>The law enables family re-unification, with some exceptions related to documents</i>  <i>Some practices contradict the stated rights</i>	<i>Interviews: immigrants, relevant actors</i>
2	Health	Access to health services (at least in case of emergency)	Free emergency medical services.	Document review  Interviews: immigrants
	Welfare	<i>Access to public schemes for fighting poverty (social aids, social housing, etc.)</i>  <i>Access to public schemes for family support</i>	<i>Access without additional restrictions to all social aid public schemes.</i>	<i>Interviews: public actors in charge</i>  <i>Interviews: immigrants</i>
	Labour	Free access or access within reasonable limits to the labour market	The access to the labour market is conditional upon several authorisations, granted under restrictive conditions.  There is a discrimination upon employment.	Interviews: relevant actors, immigrants
	Social support	<i>Existence of some private support networks</i>	<i>Sufficient non-governmental organisations involved in the field.</i>  <i>Insufficient donations from Romanian taxpayers to such organisations</i>	<i>Interviews: NGOrepresentatives</i>

3	Society and culture	<p>Favourable public opinion</p> <p>Positive and frequent social and cultural interactions</p> <p>Possibility to preserve their own culture</p> <p>Possibility to participate in community actions</p>	<p>The public opinion is favourable to immigrants, but they have limited interactions with the Romanians.</p> <p>The immigrants have real possibilities to preserve their own culture</p>	<p>Opinion poll</p> <p>Interviews: immigrants</p> <p>Content analysis of the way how the media presents the phenomenon</p>
	<i>Civic participation</i>	<p><i>Existence of some organisations and networks of immigrants</i></p> <p><i>Immigrants' civic participation</i></p>	<p><i>There are organisations and/or networks of immigrants.</i></p> <p><i>Immigrants have a limited civic participation.</i></p>	<i>Interviews: immigrants</i>
	Affirmative measures	Speeding up the integration through affirmative action programmes	There are positive discrimination programmes for certain categories of immigrants.	<p>Document review</p> <p>Interviews: all the actors</p>
4	<i>Citizenship and political integration</i>	<i>An intelligible and reasonable roadmap for obtaining the citizenship</i>	<i>The roadmap for obtaining the citizenship is long and difficult to cover.</i>	<p><i>Document review</i></p> <p><i>Interviews: immigrants</i></p>

## INFORMATION SOURCES AND DATA COLLECTION METHODS

All the elements highlighted above lead us to a clear structuring of the research data sources, which can be divided into three categories:

- Previous reports, studies, researches and articles of public institutions, non-governmental organisations or universities and their associated researchers. They are capitalized through a secondary analysis.
- The legal framework and public policy documents, directly reviewed.
- New data, obtained with the effort of the research team within this project and processed in a primary analysis

A schematic presentation of these sources and the main themes monitored is shown in Table 2.

**Table 2. Information sources and major themes followed within the research**

Legislation	Citizens	Actors	Immigrants
Fundamental rights affirmed at international level	Perceptions about immigrants	Implementation of specific policies	Needs
Rights affirmed in Romania	Capitalizing the culture of immigrants	Roles, programmes, projects, resources	Discrimination perceived
Services available in Romania	Tolerance, acceptance	Interactions with the beneficiaries	Knowledge of rights
List of actors with tasks in the field	Interactions: frequency, outcomes  Knowledge and support for specific policies	Assessment elements	Difficulties faced
Crosscutting theme: the integration programme			
Secondary analysis: all the themes above, monitored in reports, studies, articles already published in the previous years.			

In order to efficiently use all these sources we will use a complex set of research methods, summarised in Table 3.

**Table 3. Research methods used**

Source / population studied	Methods used
Legislation and public policies	Content analysis Policy analysis Interviews (face-to-face, by email or phone) with relevant actors
Institutional actors (public institutions or non-governmental organisations)	Content analysis (specific documents) Interviews (face-to-face, by email or phone)
Mass-media	Content analysis
Immigrants	Individual interviews with immigrants (face-to-face) Group interview (target group: immigrants originating from the Republic of Moldova) Secondary analysis on existing interviews (target group: female immigrants originating from The Philippines) Interviews (face-to-face, by email or phone) with associations of the immigrants
General population	Opinion poll using a national representative sample, with multi-topic questionnaires applied at the respondents' domicile.
All the above	Secondary analysis on existing data

For **immigrants' selection** we prefer independent sources, namely recommendations of some persons or non-governmental organisations who know immigrants and can facilitate a meeting with them. A selection based on references from public institutions would have been easier, but in such case problems related to respondents' perception might have arisen. They might have made a connection between researcher and the authority of that institution, which would have increased the effect of desirable answer.

In order to **select the institutional actors** we prepared a list of relevant institutions and organisations, as indicated by the analysis of the legislation in the field. Out of this, we selected actors who can offer the best information to respond to the hypotheses formulated.

As concerns the **opinion poll**, it was proved that it was not technically possible to conduct an over-sampling of the persons who had direct contact with immigrants or live in areas with a high immigration indicator, because the statistical data were not sufficient to generate a proper sampling framework. In these circumstances, we used a standard probabilistic sample.

## LEVEL 0: OPENNESS

### FREE MOVEMENT (*ANDRA BUCUR*)

Dimension	Indicators	Hypotheses
Free movement	Reasonable limits for settlement in the host country	The limits imposed by law are reasonable, as compared to other European states.
	Reasonable limits for the freedom of movement within the host country	There is actually no systematic abuse

International documents stipulate individual's right to settle wherever s/he wants, yet they do not stipulate the correlative obligation of the Destination State to accept the persons who want to settle in that State. Each state establishes its own entry, settlement and exit rules, in accordance with the sovereignty principle. However, in the European Union, some of these prerogatives have been transferred to the European Union through the treaties ratified by Member States, therefore the free movement and the freedom to settle extends to the territory of the European Union, for some categories of aliens. There are also cases when Member States entered into agreements with third countries, and the citizens of those countries are hence allowed to enter the territory of the Member State without having to fulfil the formalities required for obtaining a visa.

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#### ENTRY INTO THE HOST COUNTRY

In order to cross the state border, several documents have to be presented, as stipulated by Romanian laws and established by the Ministry of Foreign Affairs with the agreement of the Ministry of Interior. The purpose of entering or staying in Romania may vary: tourism, work, studies, scientific activities, sport, cultural activities, family re-unification. The type of visa granted and – when necessary – the residence permit depends on the purpose of entry. Under certain circumstances and reciprocity conditions, there is no need of visa for entering the territory and staying for a definite period of time.



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## MOVEMENT BEYOND THE BORDERS OF THE HOST COUNTRY

The free movement of the European Union Members States citizens, as well as the free movement of aliens within the EU borders, are regulated by the European Treaties. Directive 2004/38/EC mentions the right of Member States citizens and their family members to freely move and establish their residence on the European Union territory. The European regulations have been designed to ensure the free movement of Member States citizens and to improve the effectiveness of third-country nationals' legal access to the EU territory, while exerting a rather strict control at the external borders, in order to reduce illegal immigration and cross-border criminality.

The EU Charter of Fundamental Rights consecrates the right of Member States citizens and their family members to freely move and freely choose their residence. Art. 49 of the Charter stipulates that the freedom to move and choose the residence may be granted also to third-country nationals who have legally established their residence on the territory of a Member State.

Certain categories of aliens may freely move and even establish their residence in another Member State than the state in which they obtained the right to stay. An example in this respect are the owners of an EU Blue Card and their family members, who have lived for 18 months in a Member State (Directive 2009/50/EC). In addition, the owners of a long-term residence permit in a Member State may freely move and settle on the EU territory.

The beneficiaries of the refugee status may freely move and settle on the EU territory in the same conditions as Romanian citizens. However asylum seekers have to stay on the territory of the state in which they sought asylum for the first time, until the application for a protection form is resolved. The tolerated are also restricted to the Member State in which they obtained the tolerance status, given their situation as well as the fact that not all Member States stipulate this status in their legislation.

Thanks to the bilateral agreements signed with Romania, certain third-country nationals may enter the territory of the country without a visa. However if they want to go to another EU Member State, they have to comply with the entry laws of that Member State.

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## MOVEMENT AND SETTLEMENT WITHIN THE BORDERS

Aliens legally staying on Romania's territory can freely move and establish their residence or domicile anywhere on the country territory, according to the legislation in force. At present authorities do not have statistical data on the number of aliens who have moved their residence inside the country. In addition, aliens who legally stay in Romania and temporary leave the territory of the Romanian State have the right to re-enter as long as the residence permit is valid. However they have the obligation to notify the

Romanian authorities. The aliens who have their domicile or residence in Romania enjoy social protection granted by the Romanian State in the same conditions as the citizens.

The interviews with the immigrants and institutions participating in the survey revealed actually no obstacle in moving and settling within the borders of the country. There are indeed certain categories of aliens, such as the asylum seekers or the tolerated, who need approval to change their living or residence area.

In order to enjoy the freedom to move and settle legally, aliens have to comply with the validity of their residence permit and the purpose for which the right to enter the Romanian territory was granted.

However, there are situations when the authorities may grant or extend a residence right, even when it has expired or it does not exist. This applies to: the foreign minors whose parents have a residence right, the alien married with a Romanian citizen, the foreign parent of a Romanian citizen under his/her care, the alien married with an alien having a residence permit, the alien aged over 80 years, the alien whose life would be in danger if s/he goes away from the territory. In all these cases, aliens' right to free movement is acknowledged a posteriori, because of the status they have or have earned.

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## CONCLUSION

Romania has transposed the European legislation on aliens' freedom to move, Romanian laws being aligned to European ones. According to the legislation in force, some categories of aliens enjoy more favourable treatments, depending on their specific status. Nevertheless, in principle the aliens legally residing in Romania are free to move and settle anywhere inside the country. As concerns the movement beyond the borders of the country, both the European regulations and the legislation of each Member State shall be taken into account.

## RECOGNITION AND ACCEPTANCE (OVIDIU VOICU)

Dimension	Indicators	Hypotheses
Recognition and acceptance	Recognition and affirmation of immigrants' rights  Attention paid to the observance of such rights  Acceptance by the society	The rights are legally recognised  State: there is a strategy, an action plan and a visible attention paid to the observance of the rights  Society: Tolerance (declared and/or perceived) for immigrants

### AFFIRMATION OF ALIENS' RIGHTS

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**Romania is one of the most open states as concerns the affirmation of aliens' rights** . These are part of a wider framework of acknowledgment of fundamental rights and freedoms and our country's adhesion to the international treaties and pacts by which these rights are guaranteed.

Romania's Constitution mentions the human dignity, citizens' rights and freedoms, the free development of human personality, the justice and the political pluralism as supreme values, which are guaranteed in our country. The fundamental text explicitly mentions that foreign citizens and stateless persons in Romania *enjoy the general protection of the persons and assets, guaranteed by the Constitution and other laws*. Last but not least, the Constitution also stipulates that the international treaties on human rights, to which Romania is part, are given priority against domestic legislation, unless the provisions of domestic legislation are more favourable.

Romania is a signatory of all international pacts and treaties that consecrate persons' rights, of which the most important are: The Universal Statement of Human Rights; The International Convention on Civil and Political Rights; The International Convention on Economic, Social and Cultural rights; The Convention on the Elimination of All Forms of Racial Discrimination; The Convention on the Elimination of All Forms of Discrimination Against Women; The Convention on the Rights of the Child. Migration-related treaties add as follows: The Convention relating to the Status of Refugees; The International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families. These are completed by the European treaties, such as The European Convention on Human Rights, The Charter of Fundamental Rights of the European Union, and the European Pact on Immigration and Asylum.

The fact that the rights are affirmed does not necessarily mean that they are known by their beneficiaries. Surprisingly, most of the interviewed aliens were not aware of the magnitude of the rights they enjoy in Romania. On the other hand, the persons who are best informed are also more active, better integrated and finally they contribute more to the Romanian society. Most of the immigrants who talked to us are not satisfied with the way how public institutions in Romania fulfil their task of providing information on aliens' rights and responsibilities in our country.

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### STRATEGIC DIMENSION

**Protection of aliens' rights is subject to an explicit attention paid by the Romanian state only when they need protection.** For refugees or asylum seekers, Romania shows a steady preoccupation - through the strategies and action plans adopted - to improve the standards of services provided, to ensure compliance

with the international standards and to deliver social integration measures. Several independent reports indicate an improvement of all these indicators over time. We will not insist more on the status of these specific groups, because this is out of the scope of this project.

Information and education are steady preoccupations of the Romanian public strategies and there are a series of actions implemented or supported by the Romanian State. If, as far as the Romanian citizens are concerned, things seem to be on the right path - as we will show below – on the other hand the information effort remains insufficient for the direct beneficiaries, namely the aliens.

As concerns third-country nationals, the successive strategies on immigration focus on measures related to the labour market and aimed at strengthening the control over the legality of aliens' stay in Romania. The measures taken have often been regarded in close correlation with the efforts for accession to the Schengen Area. Even in the absence of some explicit strategic preoccupations, in practice **we have not found reports of systematic infringements of the fundamental rights of aliens legally staying in Romania**. As a matter of fact, the situation of respecting human rights is generally good in Romania, especially after the accession to the European Union, namely we can no longer speak about systematic infringements, only about individual cases, at the most.

From immigrant's point of view, both the research data obtained within the project and the similar data from previous research studies lead to the same conclusion, namely that the respect for aliens' fundamental rights and freedoms is at a reasonable standard in Romania. When individually some immigrants notice infringements of their own rights, they mean mainly the right to work or the right to dignity. The matter of accessing the labour market is treated separately in the following sections. The infringement of the right to dignity is perceived in relation with some public authorities. For example, there are references to the humiliating stance of Police representatives towards aliens. As we said, these things are not systematic, however they appear in some discussions with immigrants, but as long as they occur, the monitoring of the guarantee of aliens' rights in Romania should be included in the strategies of the institutions in charge.

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## THE GREY AREA OF ILLEGAL IMMIGRATION AND EXPULSIONS

Previous findings generally refer to the immigrants having the right to stay in Romania and who, as a matter of fact, are the object of this research. Indirectly, the research data has revealed the existence of a grey area of immigration, as concerns the universal rights. As we said, the Romanian State is steadily concerned with the limitation of illegal immigration, which results in efficient actions in this respect. More recently, from reports of the specialised information services, we find out about foreign citizens suspected, detained or even expelled as part of some actions aimed at fighting terrorism. Given the

nature of such actions, the public information is virtually inexistent. There are no independent reports regarding the detention centres or the expulsion procedures. In addition, we have not seen any concern for a permanent internal assessment in terms of human rights. On the other hand, some interviewed persons indicated potential irregularities or abuses on the route identification-detaining-detention-expulsion. We cannot say whether it is about mere ungrounded rumours or well-grounded suspicions, and this is not part of the scope of this report. However, in the international context of a continuous concern for potential abuses against human rights, generated by the fight against terrorism and organised crime, we considered necessary to signal the existence of this area that is almost entirely out of civic surveillance.

## CITIZENS' ATTITUDE

Both the survey data and the interviews with immigrants lead to the same conclusion: **Romanians are in general tolerant towards aliens in Romania and they support the protection measures for the latter.**

The in-depth analysis of survey outputs is included in the specific report, and thematically in the other sections of this report. For the analysis at this more general level, we built four indicators of immigrant's acceptance/rejection, two of them referring to public policies, and the others to personal interaction.

The first indicator - *Opinion on Romania's general attitude towards immigrants* – is based on the answers to the questions regarding the free movement and it shows that 42% of Romanians believe that our State should grant the right to stay in Romania to anyone who so wishes. The second indicator – *Opinion on public support programmes for immigrants* – shows that most citizens (56%) think the aliens in Romania should enjoy support through public programmes at least as much as the Romanian citizens.

**Table 4. Indicators of acceptance / rejection of immigrants**

Romanians' opinion on immigrants (indicators aggregated on the basis of survey data)			
Opinion on Romania's general attitude towards immigrants	Total openness	Partial or total limitations	Indifferent
	42	52	7
Opinion on public support programmes for immigrants	At least the same as for the Romanian citizens	More restrictive	Indifferent
	56	37	7
See the immigrants as a threat	No or indifferent	Yes	
	84	16	

The third indicator measures whether the Romanians perceive immigrants as a threat, by combining questions regarding several dimensions: jobs, criminality, traditions and culture, and number of aliens. The aggregation of answers shows that only 16% of Romanians perceive at least a medium threat from immigrants. The questions were adapted from the international

research *European Values Survey* and the preliminary data analysis shows that Romanians are among the most tolerant European nations. More detailed analyses on this topic will be conducted over the next period of time by the project team.

Finally, the last indicator is a classical question of social distance and it shows that only 7% of Romanians mention the aliens/immigrants among the groups that they would not want to have as neighbours. It is a small percentage if compared, for instance, to the 46% who say the same thing about Roma. Moreover, older surveys show that between 2005 and 2007 immigrants were not wanted as neighbours by about 15% of Romanians, the percentage decreasing to around 10% between 2009 and 2010. Therefore we speak about a trend to accept immigrants, against a background that is anyway highly tolerant.

Under these circumstances, we should not be surprised that aliens' perceptions and experiences while interacting with Romanian citizens are in principle positive. Both the interviews conducted within this project and in previous researches reveal that immigrants have mainly words of praise for Romanians, about whom they say they are friendly and curious rather than aggressive towards aliens. One of the interviewed immigrants said that one of the main reasons why s/he chose to stay in Romania after graduation was exactly the attitude of the locals, among whom s/he found many friends.

The incidents occasionally reported by the interviewees can be regarded as accidental, it cannot be about a generalised rejection attitude or racist or xenophobic gestures or initiatives as concerns aliens who came to Romania. It is somewhat surprising that the same population can be simultaneously open towards aliens and deeply xenophobic in relation with a social national group, namely the Roma, however this is the topic of another discussion. Let us then note that Romanians' answers to the survey questions are largely correlated with those of the immigrants in the interviews conducted.

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## CONCLUSIONS

The hypotheses formulated are only partly true, yet exactly the most important aspects are confirmed:

- as concerns the legal and institutional framework, Romania is amongst the most advanced countries in terms of affirmation of and respect for aliens' rights.
- However, respecting the fundamental rights is not a matter definitely present in the national strategies, which focus on social-economic and security issues.
- There is a grey area, outside the civic survey, regarding authorities' response to illegal immigration, including potential terrorist actions. It does not mean that it is an area where abuses occur, it simply means that it is not monitored.

- Romanians are among the most tolerant European nations as concerns immigrants, since they are not only open, they also support the integration programmes. The tolerance tends to increase in time.

## LEVEL 1: ACCEPTING THE DIFFERENCES

### STRATEGIC PLANNING (LUCIANA LĂZĂRESCU)

Dimension	Indicators	Hypotheses
Strategic planning	Friendly policies regarding immigrants, proclaimed and applied  Positive practices of local communities	Passive public policies, without action plans implemented  No such practices identified

The Strategic Planning dimension targets two indicators that reflect full acceptance of differences and creation of opportunities for integrating immigrants both at society level – through immigrant-friendly and open policies, and at local communities level – through positive practices of authorities and other local actors.

## PUBLIC POLICIES

The National Strategy on Immigration for 2011 – 2014 transposes into the national integration policies the guidelines established at European level by two reference documents: The Common Basic Principles for Immigrant Integration Policy in the European Union (2004) and The European Agenda for the Integration of Third-Country Nationals (2011).

The strategic document sets the national priorities for legal migration, prevention and fighting of illegal immigration, asylum and integration of aliens into the society. The National Strategy on Immigration 2011 – 2014 provides the framework for developing and applying concrete measures in the field of immigration and it offers benchmarks for the collaboration of the institutions involved in each priority areas.

The social integration of aliens with legal residence is the 5<sup>th</sup> strategic objective of The National Strategy on Immigration. The Romanian State's priorities for integration reflect three of the common basic principles of the EU immigrant integration policy:

- To promote integration into the policies and measures specific to relevant areas (labour, education, anti-discrimination, etc.) at governmental and local public services level;
- To improve immigrants' participation in integration activities;
- To open the society towards migration and immigrants by creating an environment that would facilitate integration.

It should be noted that the three specific objectives formulated in the Strategy for **aliens' integration** include, in a slightly altered form, the European integration modules<sup>2</sup>, in particular **immigrants' active participation in all aspects of collective life and the host society's commitment**.

"The modules underline the fact that integration is a bi-dimensional process of mutual accommodation and this is why they include measures for both immigrants and host society's actors".<sup>3</sup>

Despite its importance recognised at European level, as a determinant stage for a successful integration, the first integration module – introductory and language courses – is not formulated separately within the Strategy but is part of the promotion of immigrant integration in the field of education.

The Strategy is implemented through annual action plans. In 2011, The Annual Plan for Strategy Implementation for the running year had been published in the Official Gazette in July, therefore without practical utility for the first semester. For 2012, the Annual Plan was hardly adopted at the beginning of November 2012, which entirely compromised its implementation.

This fact justifies the opinion of several interviewed institutions and organisations, according to which The National Strategy on Immigration for 2011 – 2014 is a purely formal document, having no practical applicability because it lacks the tools by which annual concrete measures are adopted, namely the implementation plans..

Moreover, in the opinion of the same actors interviewed within the qualitative research, The National Strategy on Migration for 2011 – 2014 was issued without consulting the institutions and organisations active in the field of asylum and immigrant integration and is not known by public institutions. If the strategic document is not known by most institutions (with only one exception among all the institutions interviewed), only representatives of non-governmental organisations with experience in the field of

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<sup>2</sup> Draft European Modules on Migrant Integration, European Commission, DG Home July 2011

<sup>3</sup> Draft European Modules on Migrant Integration, European Commission, DG Home July 2011, p. 4



migration have heard of the existence of annual plans, and they were very sceptic about their success in providing concrete measures aimed to achieve the Strategy objectives.

*In conclusion, The National Strategy on Immigration for 2011 – 2014 reflects the major integration directions adopted at European level, namely the Common Basic Principles for Immigrant Integration Policy in the European Union, The European Agenda for the Integration of Third-Country Nationals and the Integration Modules, but it is insufficiently promoted and – actually – unknown to most public authorities.*

*In general there are no efficient mechanisms to implement the Strategy, because the action plans are adopted very late, the authorities responsible for various measures are not clearly designated nor is their concrete role in integration described. This aspect is particularly important in practice, because, as the representative of a non-governmental organisation stated, “in Romania, very many rules depend on the office clerk”, with no unitary interpretation of the law. The fact that, in general, the public servants take into account the legislation specific to their field of activity while ignoring the legislation for aliens, negatively reflects on the immigrants’ integration perspectives, through difficult access to public services.*

The recommendations of the institutions interviewed in order to render the Strategy’s implementation effective were as follows:

- Unitary application of the legislation;
- Focus change to local integration and an increased role for local authorities in this process;
- Re-affirmation of the essential role of public institutions – The Ministry of National Education and the school inspectorates, The National Employment Agency and the local agencies, the municipalities, etc. and undertaking this role by these institutions.

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## LOCAL PRACTICES

The positive integration practices of local communities are almost exclusively practices of non-governmental organisations. Although the importance of local integration is declared at policy level (through the strategy on immigration) and legislation level (the law on aliens’ integration), no efficient tools for such integration have been created, authorities responsible for this process have not been designated and their concrete tasks have not been defined.

*There can be no local integration when the responsibility for immigrants’ integration activities is still with the General Inspectorate for Immigration. We will be able to speak about local integration when the local authorities have resources and responsibility for immigrants’ integration and undertake this responsibility.*

*Until then, the merit for successful local integration lies not with authorities, but with the efforts of immigrants and civil society.*

Within the interviews with authorities and non-governmental organisations we tried to identify good practice examples related to the integration at local or national level. Although we are sure that there are such positive practices of local communities, they are insufficiently promoted and they are not known to the relevant integration actors.

The respondents offered us two examples for the Strategic Planning dimension: one of them refers to positive practices of local communities related to civic participation, and the other one to the access to housing.

Civic participation: The mechanisms for consultations between immigrants and authorities were initiated by Timisoara Intercultural Institute (IIT), a local non-governmental organisation, in 2009, and they consisted in thematic meetings of the migrants with representatives of the local authorities and of other social actors, for information purposes, aimed at facilitating the inter-cultural communication and identifying problems faced by the migrants. The problems raised by migrants were debated and solved if possible within a participative process, in which the migrants and the authorities succeeded in knowing each other better. The meetings between migrants and authorities are still a current practice of IIT.

Access to housing: In the autumn of 2012 Constanta Municipality provided social housing in a new assembly built in the city for two mixed families. The relation with Constanta Municipality was mediated by the Centre for Civic Resources, a local non-governmental organisation. Although they obtained social housing thanks to the Romanian members of the families, the authorities did not impose additional requirements to the immigrant spouses, nor did they reject the files of the two families for the reason of being foreign citizens. In this case, the principle of family unity was taken into account while examining the applications.

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## CONCLUSIONS

The first hypothesis formulated for the Strategic Planning dimension – existence of passive public policies, without implementation plans for migration – is partly confirmed:

- The public policies in the field of migration and integration are passive, because the implementation plans are published late and, for this reason, ineffective.

The annual plans for 2011 and 2012 related to the implementation of The national Strategy on Migration for 2011 – 2014 were adopted in July 2011 and November 2012 respectively, therefore their practical

utility was limited or, in the second case, null. The annual plan for 2013 has not been adopted yet and we do not have any information on its status.

The second working hypothesis – no positive practices of the local communities identified – is invalidated by the research:

- There are positive practices at the level of local communities, identified by the non-governmental organisations interviewed as part of the qualitative research on institutions and organisations.

The examples were identified in the local communities of Timisoara and Constanta, and the good practices were provided by local non-governmental organisations.

#### **NON-DISCRIMINATION (ANDRA BUCUR)**

Dimension	Indicators	Hypotheses
Non-discrimination	Anti-discrimination policies proclaimed and applied	Public policies proclaimed and applied

The legislation on alien's regime in Romania stipulates that both public institutions and non-governmental organisations have to ensure aliens' protection against any form of discrimination in all activities they perform. In addition, the staff of accommodation and procedure centres shall treat the aliens in a non-discriminatory manner, regardless of race, gender, age, religion, culture, nationality or membership of a certain social group. The legislation on asylum stipulates the non-discriminatory application of the Asylum Law, adding sexual orientation, convictions, ethnicity, language, handicap, contagious chronic disease, HIV infection, membership of a disfavoured category, the material status or any other difference to the above-mentioned discrimination criteria.

The annex to the Action Plan for 2012 on the implementation of the National Strategy on Immigration for 2011-2014, enacted by GD 498/2011, stipulates the reduction of the number of discrimination actions by the host population and authorities towards third-country nationals, as fighting discrimination is an essential part of social integration.

The Constitution and the Ordinance 137/2000 on the prevention and sanctioning of all forms of discrimination affirm citizens' equality before the law, citizens' equality and exclusion of privileges and

discrimination in exerting rights. Nevertheless, the anti-discrimination policies and legislation apply to all persons who were victims of a discrimination action, because of the definition of discrimination, described as any provision, criterion or practice that disadvantages certain persons against other persons.

CNCD's Division for Programmes and International Relations is in charge of the implementation of information, education, training, protection and prevention programmes. These activities have been aimed at ensuring inclusion, equal access to public services and the promotion of diversity. However, there has been no information campaign or activities targeting the immigrants.

According to the statements of CNCD representatives, cases of discrimination involving immigrants can be found mainly in the CNCD statistics at the „nationality” chapter, as they are not monitored separately.

CNCD territorial offices received approximately 53 petitions in 2011, and the local media was monitored. The discrimination cases identified in 2011 did not include nationality. A number of 2575 persons benefited from dedicated legal assistance in 2011, but we do not know how many of the assisted persons were immigrants. In 2012, 49 petitions were received for nationality discrimination reasons. Out of them, 13 were found as well-grounded, including 9 cases of discrimination sanctioned by fines. The area targeted in all the nationality discrimination cases was the offence to personal dignity, which was the reason for notification.

The General Inspectorate for Immigrations has at present no collaboration with CNCD. When notifications were received from migrants regarding cases when they felt discriminated, the IGI tried to resolve the problem, and the migrants were not referred to CNCD.

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## CONCLUSIONS

In terms of discrimination, the legislation and the policies have a general applicability. Although some documents and strategies refer to immigrants' discrimination either specifically, or as part of a larger category, such as the discrimination for nationality reasons, no activities have been identified in practice strictly aimed at fighting migrants' discrimination . As concerns the discrimination cases involving migrants, we can say that there is no practice of notifying CNCD by immigrants or an estimate of the number of notifications received from them. CNCD's activity shows that most of the immigrants who file petitions felt their personal dignity injured, while other problems such as discrimination in accessing public services were resolved by other means by the IGI, without CNCD's involvement. Specific measures for fighting immigrants' discrimination are necessary because of their vulnerability and risks to which they are exposed, especially as regards the discriminatory employment or remuneration. In addition, the applicable legislation should be amended to replace the term „citizen” with „person” exactly for the purpose of its enforcement, namely the elimination of inequalities between persons.

Dimension	Indicators	Hypotheses
Language and education	Dedicated Romanian language and culture courses  Access to the public education system	Free Romanian language and culture courses, yet difficult to access  Difficult access to education, in practice

The National Education Law 1/ 2011, OMECTS 5924/12.11.2009, OMECTS 5925/12.11.2009, OMECTS 6000/15.10.2012 and its annexes, Law 157/11 July 2011 amending and completing several regulations on aliens' regime in Romania represent the legislation that regulates foreign citizens' access to the Romanian education system, aiming at a better integration.

According to the law, a foreign citizen, minor or adult, who enjoys a form of protection or has a type or another of residence permit, is entitled to receive scholarships, to register with the public education system, to attend Romanian language and culture courses. In theory, the access is possible and seems rather easy.

In order to test the theoretical information in practice, we approached representatives of the Ministry of National Education (MEN), the General Inspectorate for Immigrations, non-governmental organisations and immigrants. In addition we reviewed the publications released in previous years in order to see what changes have occurred or whether there has been any change as concerns the education of foreign citizens.

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#### DEDICATED ROMANIAN LANGUAGE AND CULTURE COURSES

Knowing the language of the host country is essential in the process of integrating a foreign citizen. Poor knowledge or lack of knowledge makes it difficult to find a job, to communicate with various State institutions, to obtain proper information, especially in a country where a large part of information is available only in the official language (in our case, in Romanian).

The Romanian legislation provides conditions for foreign citizens' access to language and culture courses. In practice, the access is not very easy and the review of the data collected indicated the following.

First, we learned from the Ministry of National Education (including the Bucharest School Inspectorate) that the orders taken into consideration as concerns the provision of language and culture courses date back from 2009. We wanted to see what the new provisions stipulate and the conclusion was that the 2009 methodology is much clearer and detailed than the recent one. Although the procedures are rather clear, in practice, as regards the organisation of language courses, we found out that the situation is rather unclear and there was a lack of satisfaction with the way how the State supports the foreign citizen in this undertaking.

A foreign citizen may learn the Romanian language in the schools especially designated by the school inspectorates, within the non-governmental organisations offering this service, or privately, with a teacher. The latter version is accessible only to those who have money and want to achieve an advanced knowledge of the Romanian language.

In the case of courses provided by the Romanian State, the discussions with MNE representatives revealed that, in Bucharest, such courses take place in only one school (School No. 71). It is the case of those who do not come for study purposes. For the latter, the courses are provided by universities and they take place in a different manner.

The more problematic situations were noticed in the case of those who do not come for study purposes.

During the school year 2013-2014 there were 46 citizens enrolled in the beginning, children (30) and adults (16), and 16 more enrolled later. We could not find much information on their status, since the representative with whom we talked had been appointed recently in that position.

The main aspects related to the courses provided by the Romanian State were as follows:

- The problem of the course room showed up in the discussions – although the school where the courses take place is designated by the school inspectorates, the choice is based on the school availability: teachers trained or who want to work with foreign citizens, a schedule enabling the course to take place during the afternoon (when most trainees can attend it).
- Course attendance - enrolment for courses can be made any time, but everybody has to graduate in June; the courses cover a school year and there are no clear solutions for those who enrol very late: either they take intensive classes, or they learn alone, it depends on the school and on the individual – there is no legal provision for this case.
- Trainees' level of knowledge – there are imbalances within the formed groups in terms of the level of education and knowledge, which makes the learning process more difficult; the causes are multiple – beginners are put together with advanced trainees (because of the lack of room and

qualified human resources), low class frequency, unexpected leave from classes of some persons and arrival of others.

- Poor motivation of the immigrants to attend such courses – many of them do not pay much attention to the learning of Romanian language and therefore they prefer to learn from the interaction with others, so they attend the classes irregularly.
- The information provided is rather difficult to understand, the manuals are difficult to understand, the teachers – although they are trained (within a project implemented by a non-governmental organisation) – have a limited motivation, they are not able to face the diversity of the group they work with, adults' education is taken into account less, as compared to the children's.
- Information about these courses is not easy to find – the MNE's website ([www.edu.ro](http://www.edu.ro)) and the website of the Bucharest School Inspectorate ([www.ismb.edu.ro](http://www.ismb.edu.ro)) do not include such information, and there are no links to projects implemented in partnership with various NGOs (where information on learning the Romanian language is available), such as [www.vorbitiromaneste.ro](http://www.vorbitiromaneste.ro) (a project of Timisoara Intercultural Institute); discussions revealed that the responsibility should be rather of the IGI, and also that publishing such information on web pages would be useful. The IGI, the non-governmental organisations, the Internet, the network of friends and acquaintances are the information sources for the access to the language courses provided by the State.
- The information on the number of participants is rather unclear
- The foreign students we talked to showed satisfaction towards such courses, and only one of them told us that, after attending the courses provided by the State, s/he had to pay for additional courses.
- Non-governmental organisations' perception on these courses is rather unfavourable – poor training of the teachers, lack of room, insufficient number of classes (4 hours a week), lack of course organisation, inappropriate methodology are the most frequent negative opinions on the courses provided by the Romanian State.

As regards courses provided by non-governmental organisations, the provision of this service depends very much on the organisation's capacity, especially on their financial capacity, to provide such courses. All courses have been organised within a project or another and the end of the project coincided, in most cases, with the end of the service.

The MEN representatives' opinion is usually positive, as the collaboration with the NGOs is good. Such collaborations resulted in trained teachers, a manual adapted to their needs, programmes for learning the Romanian language. The lack of coordination for the projects conducted by organisations is one of the main drawbacks mentioned by the MEN representatives.

As regards the involvement of the immigrant community in facilitating the provision of courses, we found out that they had very few initiatives. At a certain moment, the community of Chinese businesspersons requested courses for a group (as we found out from the MEN representative). Their support would be very important, because their involvement would make the process of acceding the courses easier, improve the quality of courses (they can provide information on culture, they can intermediate the discussions between trainees and teachers, they can provide support in developing the manuals).

The interview with an immigrant revealed that there was such an initiative, which should have been materialised into a project, but the relationship with the project partner was not functional. The non-governmental organisations ask for support from various communities.

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## ACCESS TO THE PUBLIC EDUCATION SYSTEM

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### ACCESS TO THE PRE-UNIVERSITY EDUCATION SYSTEM

Parents who want to enrol their children with the public education system have to meet several criteria: they have to be repatriated, have a residence right, have the domicile in Romania, by marriage, perform economic activities, to be students. The file for minors must contain documents proving the nationality/copy of an identity document, an application for study enrolment approval (addressed to the MEN), a copy and a notarised translation of the study document, a copy of the passport, parents' agreement, and a medical certificate.

The applications for minors are filed with the school inspectorates, and the figures we obtained for Bucharest were as follows: 125 children enrolled for the school year 2011 – 2012, while in the school year 2012 – 2013 the number of children enrolled increased to 143.

We do not have figures for other counties, since we thought that the MEN would make them available to us, however we found out that they are centralised at the level of inspectorates only. We keep in mind this issue and, in the second stage of the research, we will come back with requests to the school inspectorates.

The analysis of data received during the interviews did not reveal many problems in the case of minors:

- The enrolment with the public education system is regulated and even the persons without documents may attend classes; in practice, this is not easy to achieve, because the decision to enrol a child lies with the school master and, if the legislation is not very well known, then the school may refuse the child's enrolment.



- A special case, recently registered, is that of Syrian children who are Romanian citizens but do not speak the language – as concerns the enrolment, there have been some persons included in the assessment programme (according to the MEN representative's statement), however as far as the attendance of Romanian language courses is concerned, there is no legal basis for attendance as Romanian citizens. We were not given an exact number of the Syrian children enrolled.
- Even if the minors are enrolled late (after the school year has begun), they will graduate at the same time with the majority, in June; there is no solution for them; the decision related to their examination, completion of school records and assessment depends on each school.

Non-governmental organisations' representatives did not indicate special cases, of children who could not be enrolled within the public system.

One of the immigrants we talked to, having her/his both children in public Romanian schools, declared herself/himself satisfied with the public system. In turn, another one, although involved in the improvement of the public system, chose to send her/his children to study abroad.

The persons with financial resources choose to send their children to the private system, in order to be sure that they receive a good education, so they can study in the mother tongue (for instance, the Turkish High-School).

The situation is more difficult for the adults who have to start the process over again, because of the lack of documents attesting their knowledge.

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## ACCESS TO THE UNIVERSITY SYSTEM

We did not receive much information from the MEN representatives about the persons who came to study in Romania – they did not reply to our request regarding the number of scholarships provided by the Romanian State and the budget allocated for them.

We received information from the students we talked to. In general, they are satisfied with what the Romanian education system offers to them. There are also drawbacks: some subjects include obsolete information, the teaching methods are not quite interactive, and there is not much practice (problems faced by Romanian students as well).

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## CONCLUSIONS

The two hypotheses are verified, according to the information received in interviews and document review.

Romania provides support to aliens, as much as it can. Part of this support is provided by non-governmental organisations, which in some cases compensated the lack of expertise and willingness of the State and took over some responsibilities.

The access to language and culture courses is not impossible, but is rather difficult. The same applies to the access to the public education system: difficult, yet not impossible; each school chooses whether they enrol a foreign child or not and how to integrate her/him.

The difficulty in accessing these courses is also a reason of the poor information provided by authorities to foreign citizens regarding this right and the technical issues: where they take place, schedule and others. Most aliens find information from representatives of non-governmental organisations, acquaintances, cultural mediators, Internet (they search when they need such information).

A positive initiative is the one of the National Council for Recognition and Equivalence of Diplomas, which also has information in English on its website, yet not enough at present.

There is a collaboration between the Ministry of National Education and non-governmental organisations, between the Ministry of National Education and other institutions (mainly the IGI), participating together in working groups. The research also indicated that there is goodwill, there is a legal framework, yet the coordination among these institutions is still missing, as well as the coordination among initiatives/projects (some initiatives overlap or are resumed uselessly). One reason (which was revealed by the analysis) is that there is not yet such a big demand to force improvements in the process of enrolment and attendance to schools and to Romanian language and culture courses.

#### **FAMILY REUNIFICATION** (ANDRA BUCUR, VICTORIA NEDELICIUC)

Dimension	Indicators	Hypotheses
Family reunification	Possibility for family reunification on the territory of the host country	The law allows family reunification, with some restrictions related to documents.  Some practices contradict the rights affirmed

According to data from the General Inspectorate for Immigrations, there were 19,760 aliens at 31.12.2013, arrived in Romania for family re-unification. According to the MIPEX (Migration Integration

Policy Index) 2011 data, the situation of aliens who want to bring their nuclear or enlarged family to Romania is rather favourable<sup>4</sup>. This research has identified a reasonable status as regards the right to family reunification of aliens in Romania, at least from the legal point of view.

As part of this initiative we examined the procedure of family reunification as a dimension of the immigrant integration process, starting from the following 2 hypotheses:

- The law allows family reunification, with some restrictions related to documents.
- Some practices contradict the rights affirmed

They were built based on a legal analysis, as well as on a review of literature on immigrant integration, which we developed in the first stage of this research. Subsequently, we compared this data with the information collected from interviews conducted with immigrants in Romania and representatives of the institutions in charge with the immigrant integration process.

According to the law, the persons who request the arrival of a family member to Romania are **sponsors** and those for whom the procedure is requested and who are outside the territory of Romania will be hereinafter called **procedure beneficiaries**.

In brief, the status of Romanian legislation on family reunification is satisfactory, as compared to the European regulations. And the fact that, in 2011, when Directive 2003/86/CE on family reunification was subject to debates, Romania's representatives proposed amendments aimed at relaxing the eligibility conditions for the sponsor in the case of this procedure, is an indicator of the fact that Romania acknowledges the importance of this procedure for the success of the immigrant integration process on its territory.

The family reunification procedure in Romania is regulated by the laws that govern alien's regime, namely the GEO (Government Emergency Ordinance) 194/2002, as subsequently amended by Law 157/2011 and Law 122/2006 on asylum in Romania. According to the legal provisions, **sponsors** may be the following categories of persons:

- a foreign citizen who has a temporary residence permit valid for at least one year
- a foreign citizen who has an EU Blue Card or a residence right for performing scientific research activities
- a foreign citizen who has a long-term residence permit
- a foreign citizen who enjoys a form of subsidiary social protection or the status of refugee,

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<sup>4</sup> For details see <http://www.mipex.eu/romania>

- an unaccompanied minor foreign citizen who enjoys a form of subsidiary protection or the status of refugee.

The beneficiaries comprise the following categories of persons:

- minor single children of the sponsor and of her/his spouse, including the adopted ones,
- minor single children of the sponsor or of her/his spouse, including the adopted ones, who are under care, if the other parent has agreed (when parents rights are jointly exerted)
- next-of-kin in ascending line of the sponsor or her/his spouse, when they depend financially on the sponsor or spouse;
- adult single children of the sponsor or her/his spouse, when they cannot take care of themselves for medical reasons;
- next-of-kin in ascending line or the legal guardian of the unaccompanied minor who enjoys a form of subsidiary protection or the status of refugee;
- any other relative of the unaccompanied minor, when the next-of-kin do not exist or they were not identified.

In order to request family reunification, the sponsor has to file an application having enclosed 8 documents proving the relationship between her/him and the beneficiary, the sponsor's legal stay, the legal possession of a dwelling and the payment of medical insurance by the sponsor. In addition, the sponsor has to pay some charges totalling 27 lei at the moment of filing the application. If the sponsor is a person who enjoys subsidiary protection or the status of refugee, s/he is exempted from proving the dwelling, the subsistence means and the insurance within the public health system.

The application is resolved within maximum 3 months, depending on the following criteria related to the sponsor:

- a. absence of a case of bigamy or polygamy
- b. possession of a dwelling regarded as being normal for a similar family in Romania
- c. existence of subsistence means, in addition to the ones for the person's own subsistence in accordance with the law, in an amount corresponding to the net minimum wage per economy for each family member.

The beneficiary has to meet the following conditions:

- a. s/he has a valid travel document
- b. s/he is not included in the category of persons forbidden to enter into Romania or who has been declared undesirable
- c. s/he does not endanger the national defence and safety, public order, health or moral.

Once the application is approved, the beneficiary has to apply within maximum 60 days to the closest diplomatic mission or consular service for a long-term residence visa for family reunification. The visa costs 120 euro and can be granted only after the beneficiary provides her/his legal records and a medical insurance valid for the period of visa validity (90 days). The time required for resolving the application for visa is not very clear, however it takes place only after obtaining the approval from the General Inspectorate for Immigrations, which takes 30 days after receipt of application, and the deadline may be extended by 15 days.

An approximate calculation shows that, when the deadlines are met and the situation in the origin country makes it possible to obtain origin documents and legal records for the beneficiary, about 6 months would be necessary from the moment of filing the application for the family member to obtain the right to come to Romania. During the interviews that we conducted, we were told about problems related to the compliance with the deadline both by the IGI and the diplomatic and consular missions, as well as to the stance of the clerks at the diplomatic missions. In addition, although the charges are not high, the costs related to translation, notarisation and correspondence are the highest.

Besides foreign citizens, Romanian citizens may also apply for family reunification for the members of nuclear or enlarged family. In this case the IGI's approval is not necessary, therefore the application is filed by the beneficiary right at the headquarters of the diplomatic mission.

The persons who may apply for long-term visa for family reunification are as follows:

- aliens married to Romanian citizens
- single aliens (partners) living together with single Romanian citizens, if they have at least one child together
- children of the Romanian citizen, of her/his spouse or partner, including the adopted ones, who are under 21 years of age or under the care of the Romanian citizen, spouse or partner
- next-of-kin in ascending line of the Romanian citizen or her/his spouse
- the foreign parent of the minor Romanian citizen, if s/he proves that the minor is under her/his care
- the foreign family members of the Romanian citizens, who prove that they are registered with a residence right in another EU Member State as such.

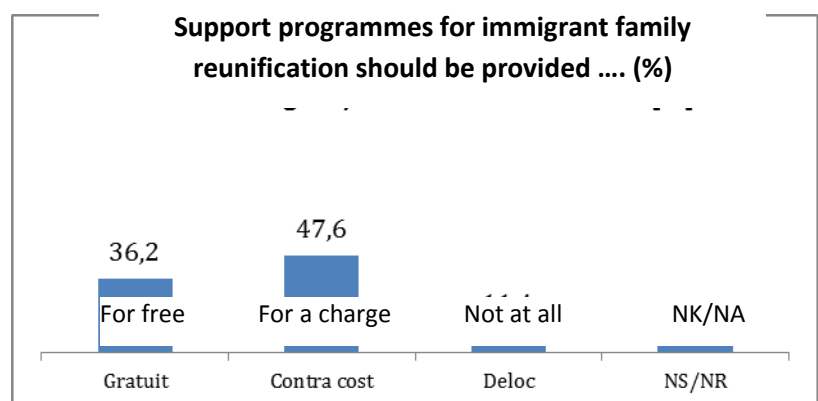
The fact that the Romanian citizen who applies for family reunification is not obliged to provide the set of documents proving that s/he legally possesses a satisfactory dwelling for the foreign members, medical insurance and subsistence sources is a disadvantage for the foreign citizen, who has to meet more criteria for the same procedure, despite the efforts that her/his integration in Romania requires.

As we said in the beginning of this chapter, the fact that the Romanian legislation on aliens defines the family by including the members of enlarged family and the partners is a hopeful thing since, at European level, it is defined as consisting of husband/wife and the minor children (according to Directive 2003/86/CE). In addition, there are no conditions in Romania regarding the age of spouses, the payment of high charges or the existence of incomes above average, as there are in other states. These issues are important because the family's presence increases safety and facilitates immigrant's integration into the society.

However, the fact that the knowledge of the language is not compulsory in any way before entering into the country is rather a consequence of the fact that the Romanian State does not have the capacity at this moment to provide such services, it only has an unconditional openness towards immigrant's family. The integration programmes and the language courses are optional for immigrants even after they enter the territory of Romania because of the same limits of the Romanian State.

Data collected during the national survey show that the support measures for the family reunification procedure are supported by the population, especially if they are provided for a charge.

Although the law is satisfactory as concerns the family reunification procedure, in practice we were told about problems related to the extension of deadlines and lack of clear information on the procedure and the arguments behind the refusals to approve some applications for reunification.



**Figure 4. Support programmes for immigrant family reunification**

According to the law, once arrived in Romania, an alien who came for family reunification may work in Romania without having to apply for a license, s/he may access all forms and levels of education and training (including scholarships, equivalence of studies and recognition of diplomas, certificates, competence testimonials and professional qualifications), s/he enjoys social security and protection, medical and social assistance, deductions from the tax on global income and tax exemptions. In addition, the law provides for free access to public goods and services, including housing, freedom of association, affiliation and membership of trade unions and organisations. In practice these benefits are hard to access as long as the basic level of integration – the language courses – are not provided to all those who need

them. The family remains the institution that takes over the basic integration tasks, as far as possible. Depending on how successful this stage is, an alien may access the other benefits offered by the State.

## CONCLUSIONS

The hypotheses from which we started to analyse this dimension of the integration are true:

- the Romanian legislation allows immigrant family reunification, with some restrictions related to documents. However, as concerns the practices related to this procedure, we identified several infringements of the affirmed rights.
- the failure to meet deadlines by the Romanian public and consular institutions is one of the biggest problem for applicants.

Although an immigrant who arrived in Romania for family reunification has legally similar rights as a Romanian citizen, in practice s/he faces very many obstacles in accessing the labour market, medical and social assistance, etc.

## LEVEL 2: BASIC SUPPORT FOR INTEGRATION

### HEALTH (*LUCIANA LĂZĂRESCU*)

Dimension	Indicators	Hypotheses
Health	Access to health services (at least emergency services)	Free emergency medical services.

The Health dimension of the research implies measuring the access to health services, as a main indicator. The working hypothesis is that immigrants have free access at least to the minimal set of services stipulated by the legislation in force, namely to the emergency medical services.

The institution in charge for people's access to medical services is the National Health Insurance House (CNAS), through the territorial insurance houses. Six of them were included in the qualitative research that targeted the institutions and organisations with tasks related to immigrants' integration. In the reply to the inquiry for information submitted by the research team, the CNAS specifies that the role of the institution is "to ensure the legal framework for immigrants' integration as concerns access to medical

services (...) and observance of legal provisions by the health insurance houses and the medical services providers (...)"

According to Law 95/2006 on the health system reform, as subsequently amended, the foreign citizens and the stateless persons having their domicile or residence in Romania are insured, provided that they prove the payment of contribution or the position of insured person without payment of contribution. The aliens insured within the health insurance system benefit from "medical services, medicines with and without personal contribution in ambulatory treatment and ambulatory medical units, on the same conditions as the own insured persons"<sup>5</sup>.

The GEO 194/2002 on the regime of aliens in Romania stipulates that, in applying for the first time for the residence right or for its extension, aliens have to bring evidence of their health insurance. Therefore, they have to be insured, at least in the beginning – for establishment of residence and from time to time – for extension of the residence permit. There is an exception from these provisions for persons who have obtained a form of protection in Romania. They have to be insured, according to the law on the health system reform, however they are not obliged through other measures by the specific asylum laws.

Therefore, we have two categories of immigrants: those obliged to be insured (with or without payment of contribution) and those who may enjoy optional insurance, have short-term visa and they are not included in our research.

On 31.12.2012, the list of family medicine doctors included 21 aliens with a form of protection<sup>6</sup>. The insurance houses did not provide us with statistics regarding the other categories of immigrants, except for one county, which reported a higher number of insured aliens in their database as compared to the number indicated in the IGI statistics as of 31 June 2012<sup>7</sup>. The discrepancy might be due to the fact that the insurance house keeps data in the database related to some aliens who have left the country territory in the meantime. Just like other public institutions, the insurance houses lack real statistics, since they face difficulties in registering the insured by categories and in monitoring the insured. Nevertheless, aliens may be easily identified within the system by their personal numeric codes, which begin with the figures 7, 8 and 9.

What happens if the immigrants who have the obligation to be insured do not get insured, for various reasons, and what is the impact of the status of insured when the aliens need medical services?

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<sup>5</sup> The National Health Insurance House, reply registered under No. DB2800/14.05.2013, following ARPS's inquiry for information.

<sup>6</sup> Idem.

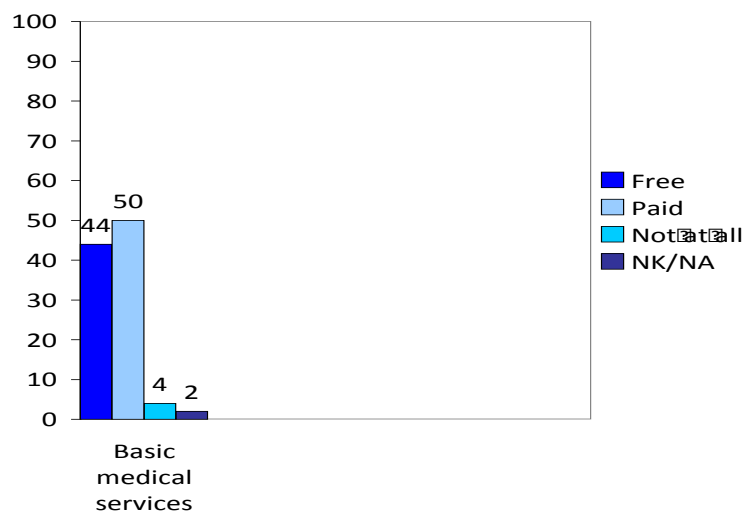
<sup>7</sup> Statistical bulletin on migration and asylum, semester I 2012 – The General Inspectorate for Immigrations <http://ori.mai.gov.ro/detalii/pagina/ro/Statistici-si-publicatii/147>



The Law on the health system reform answers the two questions above. In particular, if the aliens who have the obligation to be insured cannot prove their status of insured when they ask for medical services, they will pay the contribution retroactively for the period they owe it, as well as penalties for delay. If they cannot afford to pay (a rather frequent case), they will remain uninsured and they can only benefit from emergency medical services. “Providing emergency public medical services (...) is a duty of the State and a right of the citizen”<sup>8</sup>. In this case, the immigrants benefit from the same services as the uninsured Romanian citizens: “(...) qualified first aid and emergency medical services are provided with no discrimination related to, but not limited to, incomes, gender, ethnics, religion, citizenship or political membership, regardless of the status of insured of the patient”<sup>9</sup>.

The Health Insurance Law uses the term “alien”, mentioning several categories of aliens: those who have obtained a form of protection in Romania, aliens and stateless persons having the right to stay in Romania, aliens and stateless persons with a temporary stay. Although “alien” and “immigrant” are synonymous, we received replies from the county insurance houses in which they specified: “(...) Law 95/2006 does not provide for the “immigrant” category of insured”, referring to the articles regarding the aliens who are in public custody centres and insured from other sources, or to those insured optionally.

According to the data collected in the quantitative research from the general population, related to the



provision of basic medical services, namely if they should be provided by the public authorities to immigrants for free, against payment or they should not be provided at all, out of the sample of 1516 respondents, 44% answered that such services should be provided for free, while 50% answered they should be provided against payment.

**Figure 5. Basic medical services**

Therefore, the image of the “prosperous” immigrant is still dominant in people’s mentality. This data can be correlated with the questions related to the treatment that certain categories of immigrants in Romania should enjoy –EU citizens, immigrants from The Republic of Moldova and refugees. In all cases, according to most respondents, the above listed aliens should have the same rights and freedoms as

<sup>8</sup> Law 95/2006 on health system reform, as subsequently amended, Art. 92 (1).

<sup>9</sup> Law 95/2006 on health system reform, as subsequently amended, Art. 98 (7).

other immigrants, so there is a rather significant acknowledgement of alterity and of the fact that access to rights and services should be different and in favour of Romanian citizens.

The organisations interviewed in relation with immigrants' access to medical services pointed out the lack of legal knowledge among medical staff, the lack of awareness of cultural differences (e.g. women should be seen by female doctors), communication difficulties between immigrants and the medical staff, because of their insufficient knowledge of Romanian language. All these lead to a limitation in exerting the right to healthcare and place the immigrants who had such experiences in a position of physical vulnerability.

In addition, we were told about cases of refusal to register children on the lists of family doctors, because they do not have a personal numeric code, in a context where children benefit from social health insurance without payment of contribution. However none of the interviewed institutions and organisations mentioned cases of refusal of emergency medical services.

The recommendations proposed by public institutions and non-governmental organisations in order to solve these problems were as follows: systematic provision of information to immigrants on their rights and obligations in Romania, higher involvement of the central institutions (The Health Ministry, CNAS) in informing medical staff about immigrants' rights and conditions for aliens' access to the public health system, and training medical staff in issues related to inter-cultural communication.

*The main positive issue related to immigrants' access to health services is that the provisions of the framework law on the health system have been correlated with the migration and asylum legislation .*

*The answers provided during the qualitative research by institutions and organisations indicate that some public servants of the territorial health houses are still confuse about the categories of aliens (immigrants) who have the obligation to become insured.*

*The CNAS admits that the difficulties on site are due to the lack of knowledge or arbitrary interpretation of the law by public servants of territorial houses, and they recommend to aliens, insurance houses and organisations who have met such cases to notify the CNAS through the standard procedure – petitions or appointments.*

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## CONCLUSIONS

From the data we have available within the research, the analysis of the Health Dimension confirms the working hypothesis according to which immigrants benefit from **free emergency medical services**. We support this with evidence as follows:

- The provisions of laws on the health system, corroborated with the Aliens Law and Asylum Law;
- The interviews conducted with public institutions and non-governmental and inter-governmental organisations with activities in the field of migration;
- The interviews with immigrants.

It is important to stress that, although the law allows immigrants' access to medical services, there are frequent procedural aspects that have not been taken into account and actually limit aliens' exertion of their right to healthcare, such as the registration and identification of patients on the list of family doctors by the personal numeric code. In order to reduce the risk of barriers to immigrants' access to medical services, such cases should be notified to the CNAS and solved.

#### **WELFARE (LUCIANA LĂZĂRESCU)**

Dimension	Indicators	Hypotheses
Welfare	<p>Access to public schemes for fighting poverty (social aids, social housing, etc.)</p> <p>Access to public schemes for family support</p>	Access without additional restrictions to all public schemes for social aid.

In the context of this research, the Welfare dimension implies the creation of opportunities by the society for immigrants' equal and non-discriminatory access to public schemes for fighting poverty, for child and family support and to other social insurance rights and benefits. The major categories of "social benefits" are as follows: 1) social insurance benefits (age pensions, survivor's pensions, invalidity pensions, unemployment benefit); 2) social assistance benefits (child benefit, allowance for families with many children, social aids for handicapped persons, social aids based on testing of means, transport allowances, tax exemptions, preferential credits)<sup>10</sup>.

<sup>10</sup> [http://www.iccv.ro/oldiccv/romana/dictionar/luana/luana\\_bs.htm](http://www.iccv.ro/oldiccv/romana/dictionar/luana/luana_bs.htm)

Unlike the social benefits, which require a temporary financial aid – until the vulnerability case is overcome – the social services are measures or actions aimed at reducing vulnerability and increasing the chances for integration for the person or family.

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## SOCIAL SERVICES AND BENEFITS

Law 292/2011 on social work regulates the provision of social work services and benefits. Besides Romanian citizens, the citizens of EU Member States, EEA and the Swiss Confederation are also entitled to social services and benefits, and so are aliens and stateless persons having their domicile or residence in Romania.

The Social Security Law places the responsibility for solving social and material difficulties, as well as for developing the social integration capacities, on the person, while the local authorities have only the role to create equal opportunities and, in a secondary plan, to provide social services and allowances to individuals or families in need. The Social Security Law pays rather little attention to the social security authorities' role in encouraging interactions among community members and social participation, as compared to their role as provider of services and financial aids. The law text lacks correlations with other migration laws referring to the social security system and public providers of social services.

Law 116/2002 on preventing and fighting social exclusion, consolidated, and its Methodological Norms stipulate specific measures for the individuals with "limited access to the economic, political, educational or communicational resources of the community", in the fields of labour, housing and health. The provisions of the law are applicable only to persons benefiting from the minimum guaranteed income, with a domicile or residence in Romania – Romanian citizens, aliens, stateless persons, refugees and persons with subsidiary protection.

The measures for access to the labour market target young people between 16 and 25 years of age. Employers who hire young people on the verge of exclusion receive subsidies to pay their wage based on insertion contracts signed with the county employment agencies.

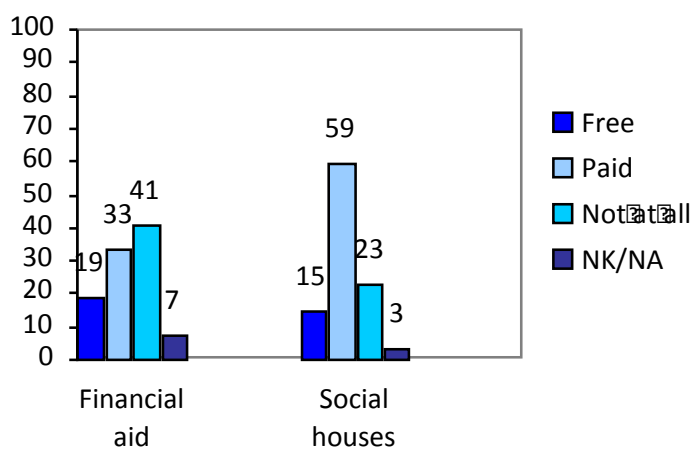
The access to housing for young people aged under 35 is facilitated either by a complete subsidy for rent for 3 years, or by the complete coverage of the advance payment for building or buying a dwelling.

The facilities related to the access to the health system bring nothing new to the provisions of Law 95/2006 on the health system reform, reproducing its provisions for the beneficiaries of social aid, insured without payment of contribution.

As part of the quantitative research on the general population, the 1516 respondents were asked how immigrants should be offered social housing, by selection from a series of services. According to 59% of

them, immigrants should be offered social housing against a payment, 23% of them think they should not be offered social housing at all, while 15% think immigrants should receive social housing for free. The same question related to the financial aid had the following answers: 41% of the questioned sample think immigrants should not benefit at all from financial aid, 33% think they should enjoy it against a payment, while 19% think the financial aid should be for free. We notice that both services are forms of direct support for the persons facing a social crisis, and providing them against a payment makes no sense, as long as it is exactly the lack of finance that makes those persons eligible for the two types of aids.

In general, the public social security institutions know the immigrants' status better than those active in other fields (health, education, etc.), not because there have been many cases of social services or



allowances, but because the security of unaccompanied minors with a form of protection is the responsibility of local social security and child protection departments (DGASPC). On this occasion, the social work staff regularly attended training sessions where non-governmental organisations were present as well, and references to the other categories of aliens were made.

**Figure 6. Access to social services and benefits**

The qualitative research by institutions and organisations revealed that DGASPC provides equal access to social services and benefits irrespective of nationality, in compliance with legal provisions. The difficulties pointed out by the social security departments as regards immigrants were related to communication (language), culture, religion and education, lack of knowledge on the Romanian institutional system and its operation, lack of knowledge on the rights and obligations by immigrants, lack of knowledge on legislation by some public servants.

The same social security departments also proposed solutions to the difficulties faced: training of public servants on topics such as migrant's rights, inter-cultural communication; exchanges of experience with non-governmental organisations; responsibilities assigned to local authorities by changing the focus on the integration at local level etc. In addition the legislation should be corroborated with the specific laws in the other integration areas, with support from the relevant ministries.

*As regards the actual access to social services and allowances within the public system, only cases of persons with a form of protection who received social aid and minors with a form of protection, as well as the case of an immigrant child who received child benefit, were mentioned during the interviews with immigrants and institutions. Bucharest registers the highest number of cases of socially assisted immigrants, most of them being minors.*

*In turn, non-governmental organisations provide immigrants with social services and financial aids for various purposes (rent, payment of utilities, medicines, stationery, etc.), in a system that balances and completes the State's offer. This alternative system provides services adapted to the cultural particularity of immigrants, they focus more on individual and they have interpreters and connections within the groups (communities) of migrants.*

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## SOCIAL INSURANCE

GEO (Government Emergency Ordinance) 194/2002 on aliens' regime in Romania, consolidated, provides for the introduction of the Blue Card in order to facilitate the entry into the country and the employment of highly skilled workers. However, if the owner of a Blue Card faces a crisis situation, s/he does not earn enough money to subsist and s/he applies for social benefits, then his right to stay may be revoked.

Government Ordinance 44/2004 on the social integration of aliens who obtained a form of protection or a right to stay in Romania, as well as of citizens of EU Member States and European Economic Area, consolidated, lists the rights to which persons with a form of protection in Romania have access under the same conditions as Romanian citizens. These rights are as follows: the right to a dwelling and a job; to medical assistance, social security, pensions and other social insurance rights and education.

Out of the social security rights, we will analyse only two: the unemployment benefit and the pensions, because aliens may lose a job much more easily than Romanian citizens and it is more difficult for them to become re-employed. Moreover, given the structure by gender and age groups of immigrants, they are the category of population who, in the future, may cover the deficit of labour force on the domestic market and may contribute essentially to the social security system.

### **Unemployment**

Under Law 76/2002 on the unemployment insurance system and encouragement of employment, the persons who have obtained the status of refugee or another form of international protection, and the foreign citizens and stateless persons who have been employed and registered incomes in Romania are included among beneficiaries.

The minimum contribution for a person to benefit from unemployment benefits is 12 months in the past 24 months preceding the filing of the unemployment application, a condition that can be met without difficulties by immigrants who were employed legally and terminated their labour relations for reasons not imputable to them.

Data provided by the National Employment Agency (ANOFM) indicate that 34 immigrants were employed in 2012 as a result of the efforts of the local agencies, out of the total number of aliens registered as job seekers (unemployed persons not receiving benefits). We were not given the total number of immigrants registered in the ANOFM database.

*The immigrants employed under an individual labour contract pay their contributions to the unemployment insurance system, but we do not have information regarding aliens who received unemployment benefits.*

## **Pensions**

What pensioning perspectives therefore have aliens who want to settle in Romania?

Law 263/2010 on the unitary system of public pensions, consolidated, stipulates that stateless persons and citizens of other states may be insured within the public pension system, for the period when they have their residence or domicile in Romania or under the conditions stipulated by international legal instruments. It is stipulated that the standard retirement age is 65 years for men and 63 years for women, and the minimum contribution is for 15 years, while the complete contribution is for 35 years for both genders.

We suppose a alien from a third country, aged 45 years, is employed as soon as s/he enters Romania and s/he works legally all the time. A simple calculation proves that, at the age of 65, s/he has contributed for 20 years only, namely s/he meets the minimal condition, yet s/he has 15 years more up to the complete contribution. Further on, the immigrants aged over 50 years who come with the intention to settle have grey perspectives for a pleasant “evening of their days” based on their past work, because – most probably – they will not be able to get a pension.

Under these circumstances, the State cumulates the contributions due by aliens to the pension system, but they are discouraged from settling in Romania for longer periods of time by the difficult conditions they face upon employment (work permits) and for obtaining citizenship (which does not help them,

unless they have other financial resources). These contributions that will not turn into pensions are ways to offset the financial deficit in the public system, if the number of migrant workers is high enough<sup>11</sup>.

*At present, legally employed immigrants pay their contributions to the unemployment insurance system and to the pension system, however the qualitative research did not reveal cases of aliens who received unemployment benefits, not to mention the pension, because of the limits set for the period of contribution – almost impossible to meet by immigrants, given the recent history of migration in Romania.*

## **Housing**

Most immigrants rent dwellings from landlords, following the rules on the private market. According to the non-governmental organisations interviewed, the most frequent practices on the private real estate market are: no rental contracts, no registration with the tax authorities or declaration of a smaller rent than the real one. These cases, combined with the regulations and low control from authorities in the field of private house rentals, expose immigrants to landlords' abuses.

As regards access to social housing, the Housing Law does not specify whether the aliens with a legal stay may access it. The access criteria are set by decisions of local councils, giving priority to the vulnerable categories specified by law. The information provided for research revealed that only one case is known, when a local authority provided social housing for two mixed families. The reason why the family was eligible was that one spouse and the children are Romanian citizens. The example refers to Constanta municipality, which provided the two dwellings in the autumn of 2012 in a newly built assembly.

The Government Ordinance 44/2004 on aliens' social integration refers to the access to social housing of persons who have obtained a form of protection in Romania, on the same conditions applicable to Romanian citizens. As an alternative solution to the improbable case when the refugees would be provided with social housing by the local authority, the lawmaker took into consideration the possibility for vulnerable persons (mono-parental families, unaccompanied minors, old people, persons with disabilities, etc.) to be accommodated in centres of The Ministry of the Interior. The facility is applied in practice, but it targets only the vulnerable persons with a form of protection in Romania.

*The status of immigrants' access to social housing is not sufficiently documented. We were told about only one practice by which a local authority provided social housing to two mixed families (a Romanian citizen married to an alien). We are not aware of immigrants who unsuccessfully applied for social housing or if,*

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<sup>11</sup> Liberalisation of labour market in Romania. Opportunities and Risks. An impact study conducted by the Department for Labour Abroad, The Office for Migration of Labour Force and The Department for Political Sciences of the College of Political Sciences and Communication Sciences within The University of Oradea, 21 November 2006, the 2<sup>nd</sup> edition <http://www.mmuncii.ro/pub/imagemanager/images/file/Rapoarte-Studii/2006/301106studiu.pdf>



*after finding out how bureaucratic the procedure was, they gave up from the very beginning. The persons with a form of protection included in vulnerable categories are covered by the provisions of The Integration Law, therefore they may obtain accommodation in the territorial centres of the General Inspectorate for Immigrations, upon request.*

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## CONCLUSIONS

The legislation in the fields assessed does not impose additional restrictions on immigrants, as long as they meet the access conditions. Some of these conditions however might be hard to meet by immigrants.

Cases of immigrants enjoying social housing are not known. The persons with a form of protection included in the vulnerable categories may be accommodated, upon request, for an indefinite period of time, in territorial accommodation centres of The General Inspectorate for Immigrations.

The quantitative research showed a certain reluctance of the general population towards the free provision of material and financial support (social housing and financial aids) to immigrants. As these forms of assistance are granted by the local communities through public institutions or non-governmental organisations, the majority populations' opinion is important and it may be a pressure factor for the local authorities. Anyway, one of the access criteria for social housing, set by several local councils, is the Romanian citizenship of the applicant.

The working hypothesis formulated – Access without additional restrictions to all public social aid schemes – cannot be confirmed in practice, because of the lack of information regarding all the public social aid schemes. For instance we do not know the status of immigrants' access to child and family benefits, social aid, or social security – unemployment aid etc., or to social housing. In addition, we do not know whether the other categories of immigrants with legal stay, except for the persons with a form of protection in Romania, have enjoyed such services.

Therefore, we can state that the persons with a form of protection have access to social aid and state child benefit without additional restrictions.

Dimension	Indicators	Hypotheses
Labour	Free access or access within reasonable limits to the labour market	Access to the labour market is conditional upon several licenses, granted on restrictive conditions.  There is employment discrimination.

In the following lines we want to provide a picture as complete as possible of the access of foreign citizens from outside the European area to the labour market. We examined documents and analysed the information obtained from interviews or inquiries for information submitted to members of the authorities with responsibilities in the field: The National Agency for Employment; members of non-governmental organisations: ARCA, APEL Service, ADO SAH ROM, Save the Children; international organisations: UNHCR, OIM; immigrants.

## LABOUR FOR FOREIGN CITIZENS IN ROMANIA

Starting from the official figures provided by The General Inspectorate for Immigrations, The Migration Department, there were 5213 foreign citizens at the end of 2012 on the territory of the country, looking for a job.

Foreign citizen's access to the labour market in Romania is regulated by GEO 56/2007 on the employment and secondment of aliens on Romania's territory, consolidated and by Law 157/2011 amending and completing several regulations on aliens' regime in Romania.

According to the legislation in force, the number of work permits that can be released for aliens is set annually by Government Decision. The law makes the difference between *the permanent worker*, namely the alien employed on the territory of Romania under an individual labour contract; *the trainee worker*, namely the alien employed on the territory of Romania for a definite period of time in order to improve her/his professional, linguistic or cultural knowledge; *the seasonal worker*, namely the alien employed on the territory of Romania, having a well-defined job, in a business sector where activities take place in accordance with the succession of seasons, under an individual labour contract for a definite period of time that cannot exceed 6 months, within an interval of 12 months; *the cross-border worker*, namely the alien employed in border localities on the territory of Romania and who returns daily or at least once a week to the joint border area, where s/he has her/his domicile; *the seconded worker*, namely the qualified alien, employee of a foreign legal person, who performs activities in Romania in certain cases; *staff with*

*special qualification*, university professors, researchers and scientific staff performing in Romania an academic activity or a research activity within universities, education and research institutions and authorities within the central public administration system; *the highly qualified worker*, owner of an EU Blue Card.

Several conditions have to be met cumulatively by aliens in order to be employed on the territory of Romania, namely:

- Vacant jobs cannot be given to Romanian citizens, citizens of other EU Member States or of the states signatories of the European Economic Area Agreement. *This condition does not apply to aliens who have the position of Administrator in a company, if the alien is a professional sportsperson, to seasonal workers, cross-border workers and aliens who have a residence permit for study purpose.*
- Special conditions related to professional training, experience in activity and licensing conditions are met, as requested by the employer in accordance with the legislation in force
- They prove that they are medically capable to perform that activity and they have no criminal case history
- They can be included in the annual contingent approved by Government Decision
- The employer has paid the contributions to the State budget within the deadlines
- The employer actually performs the activity for which the work permit was requested
- The employer has not been sanctioned previously for undeclared work.

The work permit is issued upon the employer's request, by the General Inspectorate for Immigrations (IGI) if the employer provides documents attesting that the contributions for the latest quarter have been paid, he performs a legal activity in Romania and he conducted a legal selection, as well as attesting that the alien meets the above-mentioned conditions.

The work permit is issued for the alien's admission on the territory of Romania and for the extension of the residence right for maximum one year. It can also be issued for aliens who enjoy a temporary right to stay for family reunification, aliens seconded to Romania, aliens having a temporary right to stay for study purpose, within certain limits, as well as for aliens originating from states with which Romania signed agreements and who do not need a visa to cross the border. There is no need of work permit for employment for aliens who have a right to permanent stay, aliens who benefit from a form of protection on the territory of Romania, aliens who perform educational and scientific activities, aliens who are family members of Romanian citizens, aliens who are to perform temporary activities on the territory of Romania or aliens employed by legal persons having the headquarters in a EU Member State. The asylum seekers undergoing the asylum procedure for more than one year and the tolerated aliens, for the period of time

for which they were granted toleration for staying in the territory, also enjoy the right to work without needing a work permit. Therefore, the categories of aliens who have access to the labour market without the need for the employer to obtain a work permit may be employed on the same conditions as Romanian citizens.

The type of work permit depends on the work purpose and type. In particular, in order to obtain a work permit for permanent workers, the employer as a legal person has to submit to the IGI a justified application regarding the need of employing the alien, together with: the company's articles of association or the establishment document of the legal person, the fact-finding certificate issued by the Trade Registry, a letter issued by the bank with which the employer opened an account, the tax record certificate, a certificate issued by the ANOFM, the job description, the proof of publishing the job ad, a curriculum vitae of the alien and her/his sworn statement, the recognition certificate for the studies necessary for taking the job by the alien, copies of the documents proving the professional training of the alien, the copy of the border crossing document, two photos, the legal records.

These conditions are subject to changes when it is about obtaining a work permit for seasonal workers, seconded workers or highly qualified persons. In the case of highly qualified workers, the copy of the valid labour contract or of a firm offer for employment in a highly qualified position for at least one year, including the monthly or annual salary equal at least to the average gross wage on economy is requested.

The application for a work permit is resolved by the General Inspectorate for Immigrations within 30 days after its registration. This deadline may be extended by 15 days for additional checks, or reduced by 15 days for EU Blue Card owners.

The work permit is valid for the entire duration of the individual labour contract, except for the permit for seconded workers, which is valid for one year after the date of issue. For the persons who have a right to stay for family reunification, the work permit is renewed by proving the tax record certificate and the individual labour contract indicating its extension. Aliens with a right to stay for study purposes may receive a work permit for employment after completion of studies in their field of activity.

When the work permit is issued the employer pays a charge of 200 euro, except when the employee is a seasonal worker or student, in which case the employer shall pay a charge of 50 euro.

The National Agency for Employment (ANOFM) produces a yearly report on vacant jobs, which is subsequently sent to the Ministry of Labour, Family, Social Protection and Elderly (MMFPSPV), and based on this analysis, the MMFPSPV and the Ministry of Administration and Interior (MAI) prepare the Government Decision regarding the number of work permits to be granted to foreign citizens.

In 2012, certificates were issued through the territorial employment agencies for 10 business fields and 10 trades: commissioner (234), time keeper (101), nurses (96), shop manager (72), price-cost calculation (64), process improvement manager (58), qualified cook (51), small company manager (40), purchases manager (32), company general manager (31); trades – retail sale of fruit and vegetables (109), restaurants (124), wholesale of garments and footwear (198), construction works for residential and non-residential buildings (64), gambling and bets (66), activities of private households as employer of home staff (68), road commodity transport (77), consulting services for business and management (85), wholesale of electronic and telecommunication parts and equipment (93).

According to the law, asylum seekers, refugees, foreign persons who obtained another form of international protection, aliens willing to have a job in Romania, foreign persons having their domicile in Romania are assisted through the territorial employment agencies. Out of them, a number of 37 benefited from professional information and counselling programmes (since we have not been given the number of persons registered by the territorial employment agencies, we cannot assess exactly whether this number of 37 is small or not, nor can we say what prevented the others from participating in such programmes). Out of those who benefited from employment encouragement measures, 34 were employed in 2012.

When a person from outside the EU area is employed, the following are taken into consideration: the type of permit the foreign citizen has, the period of subsequent extension for that permit; the types of costs that an employer has to pay; the number of institutions which an employer has to address. For this reason, we think the entire process can make employment of third-country nationals harder and even discourage it.

For the next stage of the research, we consider approaching those employers who have foreign citizens as employees, in order to obtain their opinion.

The interviews conducted with non-governmental and international organisations, indicate that immigrants face difficulties in finding a job, that they accept black labour because of the bureaucracy or because they would receive smaller amounts of money, that the lack of language knowledge is one of the main obstacles in finding a job.

As regards the employment discrimination, CNCD thinks the Romanian legislation is discriminatory in a positive way. We did not receive information from CNCD regarding the status of employment discrimination. The persons facing such problems are referred to the Territorial Labour Inspectorates. We found out about a good collaboration between the two institutions, yet it stops here. The IGI received only 6-7 complaints related to “integration”.

The foreign citizens assisted by non-governmental organisations with whom we talked face difficulties in finding a job, they work rather on the black market or for very small wages. The lack of knowledge of Romanian language, as well as the lack of documents proving their qualifications obtained in the origin country makes the access to better paid jobs difficult for them.

The data obtained do not show very clearly what the level of employment discrimination is. The interviews with representatives of non-governmental organisations revealed that there are such cases and there is a high reluctance towards immigrants among employers.

In the opinion of one of the interviewed immigrants, there is employment discrimination usually among non-Europeans. Only one of those who participated in interviews faced employment discrimination constantly, as he has found out later (for example) that he was hired just because the other two Romanian competitors were not available.

We should keep in mind that the persons we talked to are university graduates, they had qualifications obtained either in their origin country or here and the access to the labour market was much easier for them (this should not be interpreted that, in general, they had an extremely easy access).

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#### THE PHILIPPINE NANNIES – A CASE WITH NO LEGAL SOLUTION YET<sup>12</sup>

Starting with 2008, Philippine nannies have begun to immigrate to Romania. The phenomenon was documented in the media, and the IGI statistics confirm the increase in the number of work permits for Philippine citizens in the past few years. Nannies and household workers are the most popular professional categories among the Philippine emigrants. The Philippine is a country with tradition in preparing the citizens for various trades in demand abroad, this fact being part of The Philippines' strategy to improve the economic status of the country, with the money sent back home.

Part of the international trend, some families in Romania required services of Philippine citizens for child raising and household work. The case of these immigrants started to raise interest when the media drew attention on the abuses they suffered from Romanian employers: illegal detain, physical or psychical violence, obligation to perform other tasks as well (for instance, housekeeping) in addition to the ones for which they have been contracted, an exhausting schedule, failure to extend the labour contract.

The case of these household workers, foreign citizens, arrived on the territory of Romania, is regulated by a contract signed by the Romanian employer and the nanny placement companies, usually registered in The Philippines. The Romanian law has not developed yet control mechanisms on employers in the case of

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<sup>12</sup> This article was based on the data presented in the press articles regarding the household workers from The Philippines and on an interview with Laura Ștefănuț, a journalist who documented the phenomenon.

household workers; therefore, despite the existence of that labour contract, the Romanian authorities cannot control the relation between employee and employer. Moreover, the Territorial Labour Inspectorates or The General Inspectorate for Immigrations have a limited access, when periodical checks have to be conducted, because the employer's property is private property.

Although the cases of abuse on such workers are known by the IGI, the Romanian legislation does not offer control and intervention mechanisms for the time being, therefore this category of immigrants is on its own.

### **SOCIAL SUPPORT** (*LUCIANA LĂZĂRESCU, DANIELA TARNOVSCHI*)

Dimension	Indicators	Hypotheses
Social support	Existence of private support networks	Sufficient non-governmental organisations involved in the field.  Insufficient donations from Romanian taxpayers to these organisations

The social support concerns the spontaneous or formalised actions of the society and implicitly of its members, who support immigrants' integration. Data sources for analysing this dimension are especially the interviews with non-governmental and inter-governmental organisations, interviews with migrants' organisations, completed by information from interviews with immigrants, quantitative research and document review.

### **TRADITIONAL NON-GOVERNMENTAL ORGANISATIONS**

In Romania there are Romanian non-governmental organisations, international organisations that opened branches in Romania and inter-governmental organisations that dedicate their efforts to the support of immigrants. Within this research project, interviews were conducted with the following organisations: The United Nations High Commissioner for Refugees (UNHCR); The International Organisation for Migration (OIM); ARCA – The Romanian Forum for Refugees and Migrants (ARCA); The Association for Organisation Development SAHROM (ADO – SAH ROM); The Centre for Civic Resources (CRC) Constanta; the National Romanian Council for Refugees (CNRR); Timisoara Intercultural Institute (IIT); Save the Children Romania; The APEL Service; The Service of Jesuits for Refugees Romania (JRS).

Some of these organisations exist in Romania since the beginning of the 90s, especially when we speak about inter-governmental organisations, others have been recently established, yet this does not make them less active in the field. These organisations have tried and are still trying to respond, as far as they can, to the rather high needs of immigrants. During the interviews some immigrants said the help provided by NGOs was welcomed, since until recently the Romanian State made no efforts to facilitate their integration (there were no Romanian language and cultural orientation courses, which the immigrants needed). The interviews conducted with representatives of these organisations indicated that the interest of Romanian State authorities, including the public services with responsibilities in the field (according to the law) towards immigrants is very low. The reasons mentioned by interviewees can be grouped as follows: immigrants are still in a small number, they miss visibility and they do not represent yet a problem for the State; the necessary funds that should be allocated are not available; the staff who should deal with such problems is insufficient and inexperienced, in addition, many public servants do not know the relevant legal provisions.

An important aspect for the analysed dimension is the presence of organisations that support the immigrants exclusively in urban areas, in cities with a high number of immigrants. In some areas this presence is relatively recent, an example being the 15 counselling centres opened by the International Organisation for Migration in 2010, with support from some local non-governmental organisations. The data we have led us to the conclusion that there are organisations involved in this field in every county with a significant number of immigrants (as it comes out from the IGI statistics), therefore they are enough from the point of view of the geographical coverage, as compared to the total population of immigrants from third countries. However we do not have statistics regarding the number of immigrants who have their residence in rural areas and for whom it is more difficult to obtain support from non-governmental organisations..

As regards the financing sources of non-governmental organisations in Romania (not those of the migrants), they originate from European funds, very little from the State budget, plus private donations. International organisations also benefit from funds from the parent-organisations. We have no information on the percentage of NGOs' income originating from the donations of Romanian taxpayers, but we have reasons to believe, given that such sources were not even mentioned by NGOs, that such amounts are so small that they could not even ensure an organisation's survival, not even of one of the smallest. But these are assumptions not based on concrete research data . Because of the insufficient information we have, we are not able to draw a firm conclusion on the scale of donations from Romanian taxpayers, as compared to the budget of interviewed organisations. Thus we can only state that the Romanian taxpayers' donations were not mentioned among the income sources of non-governmental organisations that support immigrants.



The “Study on immigration phenomenon in Romania. Aliens’ integration in the Romanian society” (coord. I. Alexe, B. Păunescu, Soros Foundation Romania, Bucharest: 2011) made a first identification of the actors relevant for immigrants’ integration, as well as of the services offered by them. The list was not exhaustive (which was not intended), but it provides an overview of the social actors (organisations or associations of immigrants) active in 2011. In our research, we tried to find out more about the activity of some of these organisations. Some of them were established early in the beginning of the ’90s and they have built a history in assisting migrants, which has grown with the immigration phenomenon in Romania. Although they started with specialised services, addressing certain categories of immigrants (e.g. legal assistance for asylum seekers, social and legal assistance for integration of persons who obtained a form of protection in Romania etc.), these organisations have later diversified their activities and target groups, because of the need to access European funds (the European Fund for Refugees and the European Fund for the Integration of Third-Country Nationals).

Out of the 10 non-governmental and inter-governmental organisations who participated in interviews, 8 offer immigrants a form or another of social support, by providing social and legal services, facilitating interactions with the institutional system (allocation of cultural mediators) and non-formal education sessions (Romanian language courses, cultural orientation, history, geography and The Constitution of Romania), aimed either at having the immigrants familiar with the Romanian institutions and their equal access to goods and services, or at accessing the labour market or obtaining Romanian citizenship.

The network consisting of the 15 counselling centres, which covers the same number of different counties, initiated by the International Organisation for Migration, offers integrated service packages to immigrants, from information and advice, assistance for access to economic and social rights, legal assistance, to material and financial support. These centres for integrated services received financing for three years from European funds (The Fund for Integration of Third-Country Nationals), namely for 2010 – 2013. The interviewed non-governmental organisations are concerned that, once the project is completed, these services cannot be supported by the partner organisations without financial resources, and the immigrants who enjoyed support for three years will have to face the system alone again.

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## MIGRANTS’ ORGANISATIONS

Migrants’ organisations – with small resources, as compared to the “traditional” non-governmental organisations, yet with a higher degree of flexibility – assist immigrants and also Romanian citizens facing difficult situations, or categories of aliens not covered by the services of other organisations. They prove thus openness towards interactions with members of the Romanian society and a high level of social solidarity and civic involvement. The same migrant organisations are especially involved in organising small cultural events and they are successful in mobilising volunteers from immigrant communities.

The financing sources of these small organisations of migrants are diverse and irregular, most often they are donations of members or adherents. In very few cases the immigrant organisations succeeded, in partnership with more experienced non-governmental organisations, to obtain financing from the Romanian State (from the State budget or from European funds) for their activities involving immigrants. However, the activities of these organisations are rather limited, because of the small funds they receive.

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## CONCLUSIONS

After analysing the Social Support Dimension, we can state that:

- There are organisations providing various forms of social support to immigrants, in all counties with a significant number of immigrants;
- Besides the traditional organisations, with experience in providing services, migrants' organisations offer informal support networks, opportunities for immigrants' civic involvement and connections within the community;
- The financing sources of the traditional non-governmental organisations consist especially of European funds; migrants' organisations are based rather on private donations and contributions of the members. Romanian taxpayers' donations were not mentioned among the income sources of the non-governmental organisations supporting immigrants.

**SOCIETY AND CULTURE** (OVIDIU VOICU, DANIELA TARNOVSCHI)

Dimension	Indicators	Hypotheses
Society and culture	Favourable public opinion Positive and frequent social and cultural interactions Possibility to preserve their own culture Possibility to participate in community actions	Public opinion is favourable to immigrants, but they have limited interactions with the Romanians. Immigrants have real possibilities to preserve their own culture

**PUBLIC OPINION**

The main conclusion of the section on respondents' attitude towards immigrants is that Romanians generally seem to be tolerant with aliens in Romania and they support the measures for their protection. In this section we go further with the data analysis, as we want to know Romanians' attitude towards immigrants, as defined in the questionnaire: „aliens who come to Romania and want to stay here in the long term”. In interpreting the data, we aimed first to see whether the direct contact with immigrants (their presence in the social circle of the respondent) influences their attitudes. In addition, we took into consideration as explicative variables the respondent's age (the premise is that young people are more tolerant, more open to accept the Alter) and the residence environment (the premise is that persons in the urban area have a higher probability of being exposed to diversity, and they can even have contacts with immigrants).

A general analysis of collected data reveals that a high percentage of respondents refused to answer or they declared that they don't know how to answer the question. The reason is simple – there is not a high number of immigrants in Romania, they are not visible and, if in 2008 their number increased as compared to the previous period of time, in 2009 and 2010 we already see a considerable decrease, therefore the topic “immigrants” is hardly known, visible and discussed within the Romanian society. This is why more than half of respondents (65%) declared that their opinion was “neither good, nor bad” about immigrants. It has to be pointed out that, out of the age groups 45-54, 55-64 and over 65 years, more than 11% of subjects declare that they have a bad and very bad opinion about immigrants. However, if we take

a look at the youngest age category (18-24 years) of our sample, we notice that this rejection is shown by only 4% of respondents.

However, the distribution of answers of those who have immigrants in their social circle (acquaintances: relatives, friends, colleagues, neighbours, etc.), so with whom they interacted directly in the past 12 months, looks different. The percentage of those with a bad and very bad opinion decreases, as well as the percentage of those with no opinion (the fact that they interacted with immigrants brings them closer to the subject of the question). Therefore, we can say that the direct social contacts with immigrants lead to a change in Romanians' attitude towards them.

ROMANIANS' OPINION ON IMMIGRANTS<sup>13</sup>

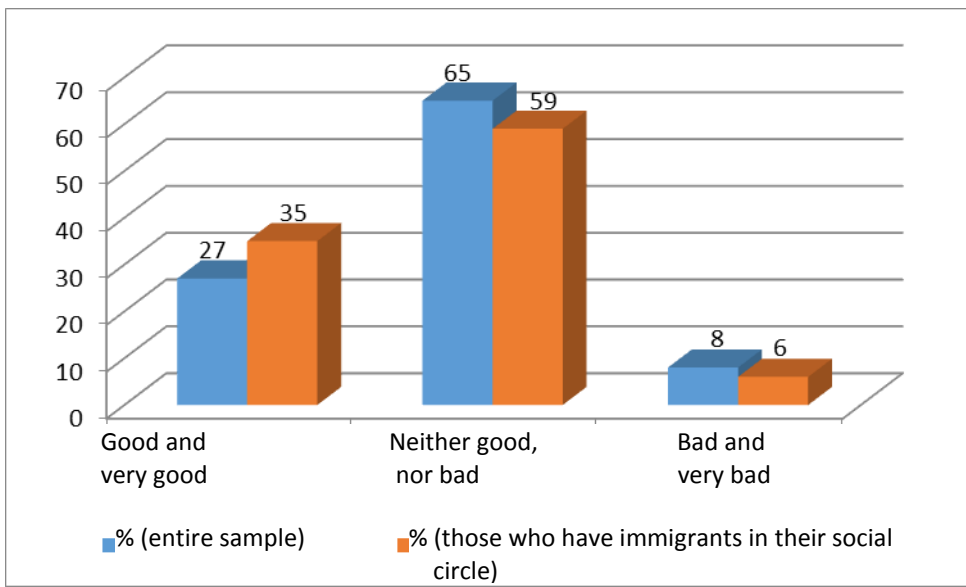


Figure 7. Romanians' opinion on immigrants

The next two questions we considered for analysis aimed to observe Romanians' opinion on the number of immigrants, both at country level and at the level of their residence locality. More than one quarter (26%) of the entire sample think immigrants are too many and far too many in Romania, while half of the sample think their number is "as high as it should be". The situation changes, yet not radically, in the case of those who had a direct contact with immigrants and this is the category that can be regarded as being the best informed about the topic of our questionnaire. This category of respondents even thinks that, at

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In general, what is your opinion about immigrants?	% (entire sample)	% (those who have immigrants in their social circle <sup>13</sup> )
Good and very good	27	35
Neither good, nor bad	65	59
Bad and very bad	8	6

national level, the number of immigrants is too small. The respondent's age also influences the perception on the number of immigrants in Romania: the older the respondent, the higher the percentage of those who seemingly feel numerically "invaded" by immigrants (for those aged over 65 years in our sample, the percentage of persons who think the immigrants are much too many is 31%).

When the respondents are asked about the number of immigrants in their locality, we cannot notice significant differences among those who did not have a direct contact with immigrants and those who know immigrants directly. The interpretation may be that the small number of immigrants and the limited frequency or the absence of direct contacts with them makes the respondents reconsider the answers. The number of immigrants is no longer a threat because the direct experience of each respondent is recalled.

**Table 5. Romanians' opinion on the number of immigrants**

What is your opinion about the number of immigrants ...	in Romania?		in your locality.?	
	% (entire sample)	% (those who have immigrants in their social circle) 14	% (entire sample)	% (those who have immigrants in their social circle) 15
Too many and far too many	26	21	13	15
As many as they should be	49	47	37	37
Too few and much too few	25	32	50	48

The same remark applies when analysing the way how respondents from urban and rural areas answer the two questions on their opinion about the number of immigrants in Romania and in their locality. If, as regards the estimation of the number of immigrants, the persons in urban areas (who have a higher probability to have a contact with immigrants) appreciate in a higher percentage that their number is high (28% as compared to 22%), and the same hierarchy is maintained for those who have a direct contact with immigrants, when it comes about estimating the number in the respondent's residence locality, the situation becomes even clearer. Immigrants' rejection is much more visible in the urban area as compared to the rural area because, in the rural area, "the alien" is something very rare, seen on TV.

<sup>14</sup> Respondents who declared that, in the past 12 months, they interacted directly with immigrants, the latter being part of the respondent's group of acquaintances – relatives, friends, neighbours, colleagues, etc.

<sup>15</sup> Respondents who declared that, in the past 12 months, they interacted directly with immigrants, the latter being part of the respondent's group of acquaintances – relatives, friends, neighbours, colleagues, etc.

**Table 6. Romanians' opinion on the number of immigrants in the urban / rural environment**

What do you think about the number of immigrants ...	in Romania?				in your locality?			
	% (entire sample)		% (those who have immigrants in their social circles) 16		% (entire sample)		% (those who have immigrants in their social circles) 17	
	Urban	Rural	Urban	Rural	Urban	Rural	Urban	Rural
Too many and far too many	28	22	21	23	20	5	18	9
As many as they should be	52	48	53	37	47	24	46	24
Too few and much too few	20	30	26	40	33	71	36	67

#### SUPPORT FOR ACTIVE INTEGRATION POLICIES

In our research entitled “The Immigrant Integration Barometer” we aimed to analyse Romanian citizens’ stance towards the active integration policies that a state could implement to integrate immigrants. This section of questions follows the previous section dedicated to the public opinion, and the respondent already has the definition of immigrants: “foreigners who come to Romania and want to stay here in the long term”.

The first question on this subject requests respondents’ opinion on the necessity of integrating immigrants into the Romanian society. Out of the 1516 subjects of our sample, 150 declined the answer to this question (10%), which is rather a high percentage. The main reason, mentioned previously, is that in Romania the number of immigrants is small. Analysing the answers received, it comes out that 63% of respondents agree that immigrants’ integration into the Romanian society is necessary, however one third of them have an opposite opinion.

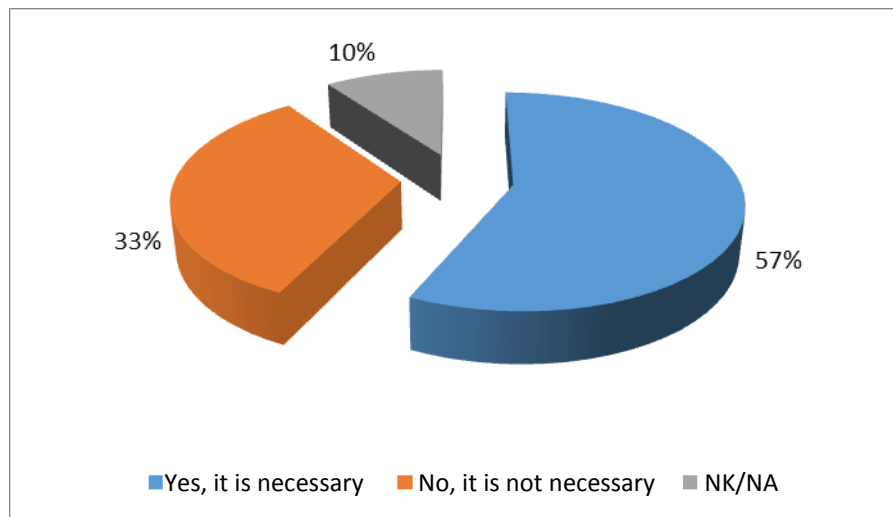
Analysing the answers by taking into account the respondent’s residence area (urban versus rural), we can notice that persons in the urban area (66%), who have higher chances to meet immigrants, think in a higher percentage that immigrants’ integration is necessary, as compared to persons in the rural area (60%). However, the difference is not large, most probably due to the poor knowledge of the topic addressed in our research. Respondent’s age is also a factor influencing the answer: young people (18-24

<sup>16</sup> Respondents who declared that, in the past 12 months, they interacted directly with immigrants, the latter being part of respondent’s group of acquaintances – relatives, friends, neighbours, colleagues, etc.

<sup>17</sup> Respondents who declared that, in the past 12 months, they interacted directly with immigrants, the latter being part of respondent’s group of acquaintances – relatives, friends, neighbours, colleagues, etc.

years) are in higher percentage (71%) supporters of the need to integrate immigrants, and this attitude decreases with the respondent's age, to 59% of the persons aged 65 years and over, who support this initiative.

#### Is immigrants' integration into the Romanian society necessary?<sup>18</sup>



**Figure 8. Romanians' opinion on the necessity of immigrants' integration in Romanian society**

Within our research, we aimed to identify the conditions that an immigrant should meet in order to be regarded as integrated by Romanian citizens. Out of the 1964 answers received to this open question, 241 were "I don't know". In the case of the 1723, the hierarchy was as follows: first, the foreigner should speak Romanian, know the laws of the country and have a stable job; then, the foreigner should have Romanian citizenship; s/he should have lived for a period of time in Romania to adapt to the conditions in Romania and to know the country's culture and customs. Having Romanian friends, being settled in Romania, or having rights and obligations equal to those of every citizen are not regarded by many respondents as being necessary for a alien's integration.

The analysis of answers makes us conclude that, in Romanian citizens' opinion, a alien integrates as a result of his/her personal efforts (job, knowledge of language, obtaining the citizenship, compliance with laws). It is not about rights and obligations equal to those of Romanian citizens. No respondent mentioned the support that the State should or could provide to facilitate the process. Moreover, we should not ignore the 42 answers (2% of the total answers received to this open question) that clearly show that part

<sup>18</sup>

Is immigrants' integration into the Romanian society necessary?		
Yes, it is necessary	No, it is not necessary	NK/NA
57	33	10

of Romanian citizens do not think that aliens have a chance to be really integrated into the Romanian society.

As a matter of fact, the analysis of the life stories based on the interviews with immigrants also revealed that integration is a personal matter, which everyone should solve in accordance with her/his possibilities. Until recently, the Romanian State's efforts to facilitate migrants' integration were almost inexistent, and the support was provided especially by some non-governmental organisations (language courses, legal advice, support in finding a job etc.).

**Table 7. Table of frequencies about the conditions for integration**

Conditions for integration	Frequencies	%	Rank in hierarchy
Stable job	271	14	1
Stable housing	47	2	
Speaks Romanian	280	14	1
Has citizenship	173	9	2
Has a family	81	4	
Romanian friends	20	1	
Has lived in Romania for a period of time	140	7	3
Knows the laws of the country	273	14	1
Knows the culture/customs	114	6	4
Has adapted to conditions	123	6	4
Never	42	2	
Settles in Romania	25	1	
When s/he has the same rights and obligations like us	20	1	
Others	114	6	4
NK/NA	241	12	
Total	1964	100	



Starting from the issue of aliens' integration into the society, we went further with the investigation and asked for respondents' opinion about how the Romanian State should offer support and social security to immigrants. A percentage of 17% of respondents think aliens should enjoy no kind of support and they should manage it alone, mirroring the conclusion of the analysis of answers to the previous question. Only 28% of the sample thinks there should be special programmes for immigrants. The analysis of answers based on their distribution by residence area and the respondent's age does not enable a finer tuning of the explanation in this case.

**Table 8. Table of frequencies about how the Romanian State should offer support and social welfare to immigrants**

How should the Romanian State offer support and social security to immigrants?	Frequencies	%
Through special support programmes for immigrants	399	28
The same support as to any other inhabitant of Romania, through existing social programmes	447	32
Support limited to the basic needs	329	23
No kind of support, they should manage it alone	237	17
Total	1412	100.0

Respondents were given the possibility to express their opinion about what support programmes for immigrants should be for free, against payment or not at all. Summing up all the answers received to this question, it came out that 42% of respondents think the support programmes should be offered for free, 46% think immigrants should pay, and 12% disagree with such facilities.

An analysis by programmes shows that Romanians agree that education for immigrants' children (73%) and Romanian language courses (68%) should be provided for free. A very small percentage of respondents think these two programmes should not be offered to immigrants by the State. As regards the other options, opinions are much more divergent. Although 51% of the sample thinks cultural integration programmes should be for free, however 12% of the sample is against this financial effort to be made by the Romanian State. As regards the basic medical services, the opinions are less divergent: 51% of Romanians think they should be offered to the aliens for a cost, while 45% think they should be for free. The shortage and the poor management of the social housing stock by local public administration makes 61% of the sample say that social housing should be provided to immigrants only against a

payment, while 24% say they should not enjoy this facility. These answers reflect the Romanian citizens' opinion that immigrants should integrate into the society as a result of their own efforts, and it is at the same time the result of the poor management of social security provided by the State to its own citizens. The fight for limited and poorly managed resources makes the respondent not think that others should enjoy the State's support as well.

**Table 9. Romanians' opinion on the support programmes that should be offered to immigrants**

Support programmes for immigrants	Free	Paid	Not at all
1. Romanian language courses	67%	30%	3%
2. Cultural integration programmes	51%	37%	12%
3. Financial aid	21%	35%	44%
4. Social housing	15%	61%	24%
5. Basic medical services	45%	51%	4%
6. Education for children	73%	25%	2%
7. Re-qualification courses for adults	32%	62%	6%
8. Support for family reunification	38%	50%	12%
9. Legal support	28%	66%	6%

However, if the State provides all these support programmes for immigrants, 58% of the sample respondents think they should be provided directly, through relevant public institutions, and only 28% through financing of some NGOs, 11% through some employed companies and 3% through a combination of the previous ones.

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## SPECIAL GROUPS OF IMMIGRANTS

We specified in the beginning of the report that the subject of this research is *the third-country nationals with legal residence right*. We showed that we prefer the generic name of „immigrants” in order to facilitate the communication of research outputs. Nevertheless, we included in the quantitative research also minimal references to several special groups of immigrants, for whom we wanted to test people's opinion: persons originating from EU countries, refugees and illegal immigrants. For each of these groups

we asked one question. At the end of this section we will register the answers received, with no detailed discussion. We hope these research directions will be subject to some specific studies in the future.

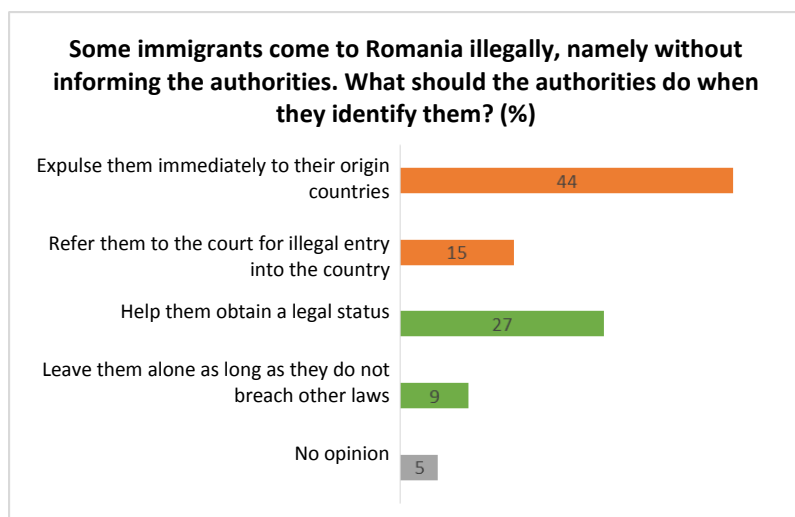
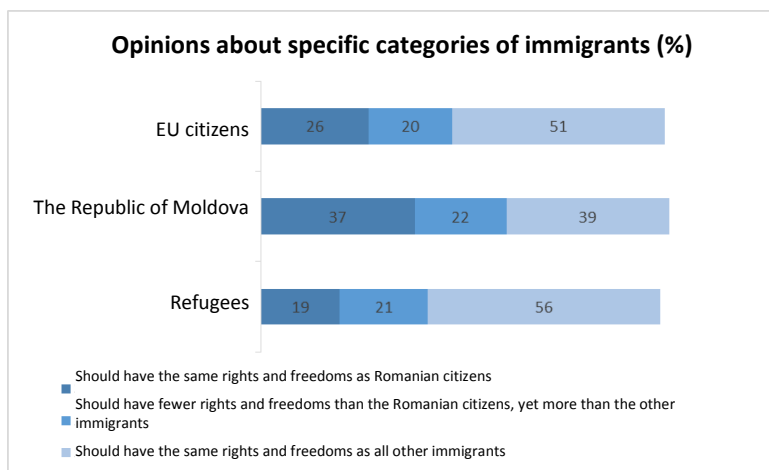
For the special groups of legal immigrants – EU citizens, citizens from The Republic of Moldova, and refugees – we imagined a three-step scale.

**Figure 9. Opinions on specific categories of immigrants**

We set the minimum acceptability level at „should have the

same rights and freedoms as all other immigrants”, and the maximum level at „should have the same rights and

freedoms as Romanian citizens”. Between them, we included an intermediary level, „should have fewer rights and freedoms than the Romanian citizens, yet more than other immigrants”. As the next picture shows, all the three groups enjoy people’s sympathy more or less. The most welcomed are the persons from Basarabia, about whom 59% of Romanians think they should have more rights than the other immigrants. The same opinion has 46% of respondents about the persons from other countries of the European Union, and 40% about refugees.



The situation is different with respect to illegal immigrants. For them, most Romanians (59%) would like legal measures, either expulsion (44%), or penalties in Romania (15%).

**Figure 10. What authorities should do when immigrants enter Romania illegally**

Only 36% of respondents show more tolerance, preferring support in obtaining the legal status (27%), or simply non-intervention as long as they do not breach other laws (9%). We can say that Romanians’

tolerance has, at least at a declarative level, a very clear limit, namely the legal status. This is somehow ironic for a society facing itself some serious problems related to the observance of the law and with a consistent history of illegal emigration. But, as we said, we just register the outputs, leaving the details for future specific studies.

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## SOCIAL DISTANCE

Within the Immigrant Integration Barometer we wanted to see what is the social distance between the group of Romanian citizens and the group of immigrants, which could show us the behavioural intentions and the level of acceptance for alterity.

The table shows that Romanians have very rarely the possibility to meet a migrant. There is nothing new in saying that the frequency of the presence of a migrant in the life of a Romanian citizen is higher in the urban area and it increases with the dimension of the city. It is true that the media offers the possibility of seeing foreigners who live in Romania. The respondents were asked to say what are the public personalities, foreigners/immigrants they know, mentioning also their names. Out of all answers received, Raed Arafat clearly takes the lead, followed by Cabral (born and raised in Romania, a Romanian citizen) and Wilmark, all three being public personalities with a frequent appearance in the media. The other answers are shared among media personalities who comply more or less with the category of immigrants, such as Dan Capatos, Gigi Becali and Lorette (all of them being Romanian citizens), next to Nati Meir, Analia Selis, Ana Lesko etc.

**Table 10. Frequency of interactions between Romanians and immigrants**

How often do you ..	Often	Sometimes	Seldom	Never
1 ... meet foreigners/immigrants in the street	8%	20%	40%	32%
2 ... see foreigners/immigrants in the media (television, radio, newspapers)	16%	27%	38%	19%

The questions attempted to surprise as many details of the problem as possible, but the lack of direct contact between Romanians and immigrants limited our analysis to a small number of answers received from only 155 respondents. Only a limited number of respondents from our sample (155) stated that they had interacted in the past 12 months with immigrants, who were members of the circle of acquaintances – relatives, friends, colleagues, neighbours, etc. Their distribution within this narrow group is as follows: for 4 respondents, the immigrant is part of the family, for 18 s/he is a far relative; for 46 s/he is a friend; for 22 respondents, the foreigner is a work mate; for 38 s/he is a neighbour; and for 51 s/he is just a

person met by chance. Italy (19%) ranks the first among the origin countries of these foreigners, followed by The Republic of Moldova and Hungary (13%), then Spain (9%), France (7%) and Germany (5%). China and Turkey are present with just 3% of answers, while the remaining 27% counts for "others". For 76% of respondents, these foreigners left a good and very good impression over them, only 9 subjects mentioned a bad or very bad impression after their contact with foreigners.

Going deeper with the analysis of the social distance between Romanians and immigrants, we asked what type of relation the Romanian citizen has with the foreigner. We thus found out that the most familiar foreigner is a member of the family for 4 Romanians; for 15 s/he is a far relative; for 57 s/he is a friend; for 16 s/he is a work mate; for 22 s/he is a neighbour; and for other 22 s/he is just a person met by chance. 106 of them are men and 49 of them are women, most often s/he is young (23, 30 and 35 years), s/he originates most frequently from Italy (28 cases), Hungary (22 cases) and The Republic of Moldova (18 cases). The "most familiar" foreigner is most often (in the case of our sample) a Catholic (54 cases); an Orthodox (23 cases) or a Muslim (18 cases); s/he is here for at least 2 years; s/he has come legally (110 cases) and s/he has now a legal status (94 cases). The main reason why s/he came to Romania was marriage (66 cases), the other reasons being the studies (34 cases), job search (24 cases); refugee (2 cases). For 76 of these "familiar" foreigners, Romania is the place where they want to stay, 52 already have citizenship, while 36 want this. 102 have a job under contract, 22 have problems with the Romanian language, 8 in obtaining the citizenship and 8 with the housing, 6 with the discrimination and the taxes and charges (4), the climate (4), and the economic crisis (4). According to respondents' statements, only 20 of the "familiar" foreigners asked for help from Romanian friends in overcoming some problems (with the State institutions, with the language). Out of the 155 respondents who have immigrants in their social circle, 118 (therefore a high percentage) answered that they have a good and very good opinion about the foreigner they know, 32 said their opinion is "neither good, nor bad", and only 3 respondents have a bad and very bad opinion about her/him.

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## ECONOMIC CRISIS AND OPINIONS ON IMMIGRANTS

In general, the economic crisis is a background that leads to an increased intolerance towards various social groups. It is a finding valid for all countries, and some research data show that Romania is no exception. However, the opinion about immigrants is not significantly altered by the overall context of the crisis or by a personal negative economic experience.

The tolerance towards immigrants increases in time, as the survey data show. The fact that we are in times of crisis does not change this trend.

We analysed the negative personal effects in time of crisis, based on the survey data collected in April 2013, by four dimensions: technical unemployment or imposed leave; final loss of the job; reduced wage or incomes; and loss of some investments. We aggregated the answers to these questions and it came out that 68% of Romanians were directly affected by the economic crisis either personally or through a person from the family, at least on one of these dimensions.

We used again the four indicators already introduced in the section *Recognition and acceptance*, checking whether the opinions of the persons affected by crisis differ significantly as compared to the national average. We identified only minor differences, most of them being statistically insignificant. In just two cases, marked in the table below, we can speak of statistical signification, but the results are not as expected.

On the one hand, those affected by crisis are slightly more reluctant to the arrival of immigrants in Romania – 54% would like partial or total limitations, as compared to only 52% general limitations. On the other hand, the percentage of persons asking for more restrictive support programmes decreases to 35% among the persons affected by crisis (as compared to the general average of 37%).

In brief, the conclusion is that, **as regards the opinion about immigrants, the economic crisis does not induce intolerance in the Romanian society.**

Table 11. Romanians' opinions about immigrants

Romanians' opinion about immigrants (indicators aggregated upon survey data)				
Opinion on Romania's general attitude towards immigrants	<i>Affected by crisis</i>	Total openness	Partial or total limitations	Indifferent
	<i>Total</i>	42	52	7
	<i>Affected</i>	40	54	6
	<i>Unaffected</i>	44	49	7
Opinion about public support programmes for immigrants	<i>Affected by crisis</i>	At least the same as for Romanian citizens	More restrictive	Indifferent
	<i>Total sample</i>	56	37	7
	<i>Affected</i>	57	35	8
	<i>Unaffected</i>	53	42	5
See immigrants as a threat	<i>Affected by crisis</i>	No or indifferent	Yes	
	<i>Total sample</i>	84	16	
	<i>Affected</i>	83	17	
	<i>Unaffected</i>	86	14	
Immigrants as neighbours	<i>Affected by crisis</i>	Acceptance or indifference	Rejection	
	<i>Total sample</i>	93	7	
	<i>Affected</i>	93	7	
	<i>Unaffected</i>	93	7	
The figures represent percentages of those samples: total population, directly affected by crisis (68% of total population), unaffected directly by crisis (32%)				

## POSSIBILITY TO PRESERVE THEIR OWN CULTURE / POSSIBILITY TO PARTICIPATE IN COMMUNITY ACTIONS

In the "Study on the immigration phenomenon in Romania. Aliens' integration in the Romanian society" (coord. I. Alexe, B. Păunescu, Soros Foundation Romania, Bucharest: 2011) an attempt was made to identify the relevant actors for immigrants' integration, as well as the actions and services offered by them. In the long list presented in the study, which included institutions and non-governmental organisations (international and national), we could identify enough social actors who perform activities promoting other peoples' diversity and culture: Arab culture, Francophony, Muslim culture and civilisation, Japanese culture, Spanish and Portuguese culture, Tunisian culture, etc.

According to Romanian Constitution, only the organisations of officially recognised national minorities enjoy financial support from the State to perform activities aimed at promoting and preserving ethnical identities. Other non-governmental organisations do not benefit from this direct support from the State and they have to develop their activities with the funds they manage to raise. Nevertheless, some of them are successful in performing cultural activities to promote diversity and multiculturalism. Festivals and cultural events take place yearly, some of them being funded by the Embassies of those countries, while others are funded from own funds collected by national minorities organisations through fund-raising or donations from their members.

### CIVIC PARTICIPATION (DANIELA TARNOVSCHI)

Dimension	Indicators	Hypotheses
Civic participation	Existence of some organisations and networks of immigrants	There are organisations and/or networks of immigrants.
	Civic participation of immigrants	Immigrants have a low civic participation.

Within the Immigrant Integration Barometer we aimed to address a less examined aspect – immigrants' civic participation in the Romanian society – how immigrants in Romania get involved in the society they live in. If we consider one of the hundreds (maybe thousands) of definitions of public participation, we could say that it is the individual's right to actively participate in the life of society. In many cases, this



definition brings forward the term “citizenship”, but this does not mean that a person who does not have the citizenship of the state where s/he lives cannot participate actively in the society. The time when only citizens could participate in the life of the city is history, because civic involvement has several dimensions (vote, political decision, volunteering, free expression in a public area etc.).

The interviews and document review conducted by the researcher revealed that immigrants’ organisations/associations that activate in Romania (and are registered here) perform a wide range of activities: supporting collaboration between businesspersons (from Romania and other countries); protecting the interests of students from a certain country or religion (who are immigrants in Romania); militants for immigrant’s rights; actions aimed at promoting the culture of a certain country/region; Romanian language courses for immigrants; legal support for immigrants; information and anti-discrimination campaigns; humanitarian aid (distribution of aids – food, clothes, footwear, books).

Some associations were established early in 1990, others are more recent. What is important to highlight is that the activity of some of these associations does not target exclusively immigrants, some Romanian citizens may also benefit. Some organisations collaborate frequently with Romanian NGOs focused on immigration. In their opinion, only together, by joining efforts, they can obtain results.

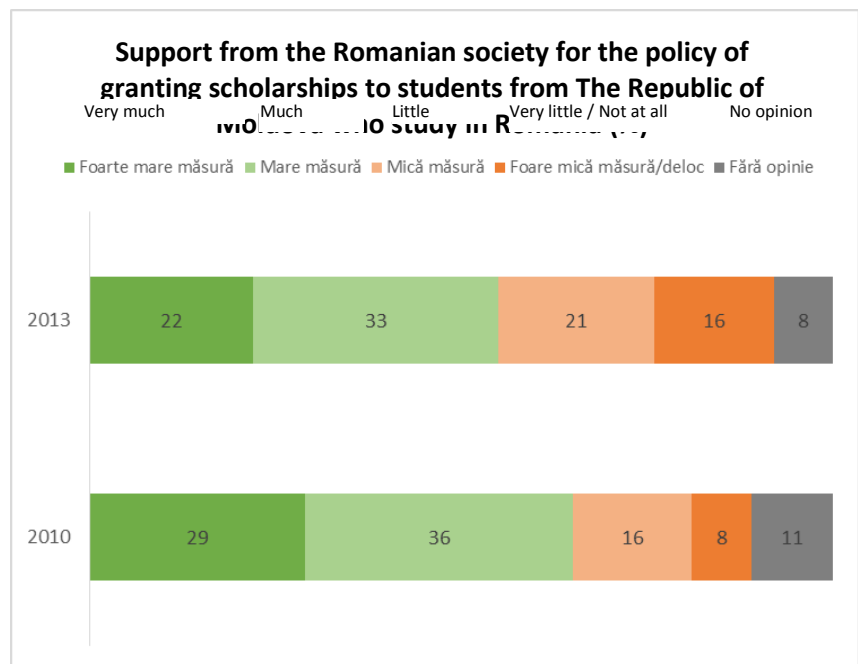
The interviews and document research showed that these immigrant associations try, within the limits of their possibilities (often with very limited funds, the actions being mostly based on members’ volunteering), to solve the problems faced by immigrants. Thus, if the association had at first the clear objective to promote culture, tradition and religion, in time the range has diversified. Their members get involved more or less actively in the society. At the same time, knowing the problems faced by various categories of immigrants, these associations try with their means to draw the attention of public opinion and relevant State institutions on the need to solve the problems.

#### **AFFIRMATIVE MEASURES (VICTORIA NEDELCIUC, DANIELA TARNOVSCHI)**

Dimension	Indicators	Hypotheses
Affirmative measures	Accelerating integration through affirmative action programmes	There are positive discrimination programmes for certain categories of immigrants.

As regards affirmative measures related to immigrants, the only example we identified during the research was that of the scholarships provided to foreign citizens of Romanian ethnics, which confirms the hypothesis from which we started. Most of the beneficiaries of this policy are pupils and students from The Republic of Moldova. Although it is a special case and the Romanian origin is the most important reason for the existence of this policy, its beneficiaries are however treated as any other category of aliens by the public institutions of the Romanian State. The policy of granting scholarships to the Romanian ethnics from outside Romania is regulated by the national legislation through GD 689/1994, Law 229/2007 and GEO 10/2008 enacted by Law 190/2008 and Law 270/2011. All these legal provisions are found in the Admission Methodology, which is published yearly by the MEN between June and August.

In order to analyse the status of pupils and students from The Republic of Moldova who come to study in Romania, we examined the relevant documents (legislation, public information provided by the State institutions involved, previous researches) and we conducted a group interview with the beneficiaries of this programme (students and applicants for a Master diploma who received scholarships in high-school and university – Bachelor's and Master diplomas).



**Figure 11. Support from the Romanian society for the policy of granting scholarships to students from the Republic of Moldova who study in Romania**

In addition, as part of the national representative survey, we measured the Romanian society's support for this measure of the and compared it with the level of support registered in 2010 while conducting the research *The Republic of Moldova in the Romanian public conscience* (Soros Foundation, 2011).

Although we noticed a slightly lower support, over 50% of respondents were favourable to this policy. And if we notice that the number of those who support this policy to a smaller extent has also decreased as compared to 2010, we understand that these variations are actually a result of the higher number of undecided persons registered in 2013. This fact is easy to understand, given the economic instability in Romania, where citizens are less concerned with topics related to foreign citizens.

From the discussions we had with beneficiaries, we found out that the common motivation was that all of them thought they would be professionally more successful in Romania, they would get a better education and therefore they would have a better chance for a successful life. In addition, the fact that this educational policy is very well known in The Republic of Moldova represented an important element for them to come to Romania. As regards the admission methodology, it should be noted that it becomes more and more precise and clear every year, in an attempt to remove various interpretations. This is well appreciated by beneficiaries, however insufficient because vague references still remain every year, and they can be interpreted in various manners (for example: the Methodology for 2012-2013 does not include the scholarship allotment criteria, the only mention being that they are allotted yearly, by Order of the Minister, with no other specifications). Besides the problem related to criteria, the postponement and lack of compliance with the deadlines for approval and publication of the methodology is a big problem in the case of this affirmative measure.

As concerns the legal stay on Romania's territory and the relationship with public institutions, we were told about the lack of an official notification regarding the procedure to follow in order to make their stay in Romania legal, when the study visa is issued. The relation with the IGI was described as being very good, support is provided for the stages related to file preparation and issuance of the residence permit. The same appreciations were made for the public servants of The Ministry of Justice and The National Authority for Citizenship. These appreciations are a result of the fact that the beneficiaries of this affirmative measure speak Romanian before their arrival in Romania; therefore the first important barrier on the path of integration – the Romanian language – does not exist for them.

As regards the value of the scholarships provided by the Romanian State, it was described as being insufficient to survive during the period of study; they mentioned that its role is to support rather than to cover the costs incurred by studying in Romania. The school performance criterion is essential for the success of this policy. The beneficiaries we talked to recommend that this criterion be used for granting scholarships per year and not per education cycle, as it is now. Another problem faced by the beneficiaries of this policy is the black labour. According to them, the conditions imposed by the Romanian State (the additional charge that the employer has to pay, the bulky file that the employee has to prepare etc.) tends to favour black labour among students with scholarships, and this has negative consequences both on the student, who is vulnerable to abuses and s/he cannot certify the experience gained in this stage, and on the Romanian State, who loses the taxes that it would collect if the procedure were more accessible.

As regards the impact of this policy on beneficiaries, all those whom we talked to agreed that the lack of long-term vision of this policy is the biggest problem. The fact that the agreements existing between Romania and The Republic of Moldova only refer to the period when the young people receive

scholarships, and there is no kind of continuity, is one of the biggest problems both for beneficiaries and for the Romanian State.

Despite the failure to meet deadlines, the deviations in implementation and the lack of long term vision, the policy of granting scholarships to the Romanian ethnics from outside Romania is an initiative that accelerates its beneficiaries' integration in Romania and it can represent the first step towards compensating the lack of human resources in key areas of the Romanian economy. However, this policy needs improvement and re-thinking for the long term of the impact it may have on its beneficiaries and on the Romanian State. In addition, the fact that the interaction with institutions is seen as rather good by TCN in this category confirms the importance of the knowledge of Romanian language for a proper integration of aliens in Romania.

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## CONCLUSIONS

The hypothesis from which we started this initiative was partly confirmed. There is only one affirmative measure in Romania for citizens of third countries. However, this was initiated in 1994 rather for the Romanian ethnics from outside the borders, therefore it was not meant to support immigrants but to bring closer the Romanian ethnics from other states. Technically speaking, we have a support measure for immigrants, however actually we cannot regard the policy of granting scholarships to the Romanian ethnics as being an example of affirmative measure for immigrants.

### LEVEL 4: CITIZENSHIP

#### CITIZENSHIP AND POLITICAL INTEGRATION (SERGIU PANAINTE, VICTORIA NEDELCIUC)

Aspect	Indicators	Hypotheses
Citizenship and political integration	A coherent and reasonable pathway towards receiving citizenship	The pathway to receiving citizenship is long and difficult.

Receiving citizenship is the last stage of immigrant integration in the host state. According to the ranking elaborated by MIPEX 2011 (Migration Integration Policy Index), Romania is one of the states with a rather

unfavourable situation in terms of access to citizenship for the integration of immigrants on its territory<sup>19</sup>. The present research identified a reasonable situation in terms of legislation, with shortcomings concerning the implementation.

The Romanian legislation regulates the process of receiving citizenship through Law no. 21/1991 on Citizenship, amended and completed. Its stipulations are similar in certain fields with those of the national legislation in other European Union member states and they are provisioned in article 8. The first positive aspect for the aliens receiving Romanian citizenship, on the Romanian territory, is the fact that Romania accepts double citizenship. The conditions to be fulfilled to apply for Romanian citizenship are the following: presenting proof of the uninterrupted legal stay on the Romanian territory, for over 6 months during 8 years for TCN (third-country nationals) and 5 years for aliens married with a Romanian citizen; existence of incomes supporting a decent living (term which is not defined clearly); proof of loyalty to the Romanian state and lack of criminal convictions both in Romania and in the host country; knowledge of the Romanian language, civilization and Constitution stipulations.

The only cases in which the above mentioned terms can be reduced are the following:

- Personalities of international reputation;
- Citizens of a EU member state;
- Persons who received the refugee status, according to legal provisions in force;
- Persons who invested in Romania amounts exceeding EUR 1 million.

Though no term is stipulated for the assessment of a TCN application, the qualitative research identified a term of minimum 2 years necessary for positive or negative assent of the file. In case of a negative assent, the applicant has an interview with the Citizenship Commission of the National Authority for Citizenship (ANC), where he/she proves his/her knowledge of Romanian language, culture and civilization, as well as of stipulations of the Constitution and the national anthem. The discussions with a TCN who went through this interview showed problems related to the manner in which the interview takes place and the impossibility to file an appeal against the decision of the Citizenship Commission, so long as the interview is oral and there is no evidence to support the decision of the Commission. In case the applicant has the interview, the ANC president issues the order to grant the citizenship, order concerning which the applicant is informed by registered mail with confirmation of receipt. Within 3 months since the notification, the applicant takes the oath of allegiance and becomes a Romanian citizen with full rights.

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<sup>19</sup> For details, visit <http://www.mipex.eu/romania>

The applicants with whom we discussed informed us that until December 2012 there was no interview bibliography, therefore it is commendable that the curriculum and bibliography for the knowledge testing interview are now available on the ANC website, for Romanian language, history, geography, literature, art and constitutional stipulations. However, the subjects included in the compulsory bibliography are extremely ample – the entire history of Romania (birth of the Romanian people and the Romanian language, formation of the Romanian principalities, creation of the Romanian national state), Romania in the between the World Wars, the communist period and Romania after the 1989 revolution, Romanian geography (position, relief, climate, flora and fauna, population, administrative-territorial organization, main cities etc.), Romania – democratic state (general principles, rights, liberties and duties, obligations of the Romanian citizens, public authorities – Parliament, Government, President, Public Administration, Constitutional Court, social insurance system), Man and Society (family, religious diversity, education, social behaviour) and values of the European Union. Therefore they are more of an obstacle for the applicant, because they involve greater efforts, which would be made by a student who studies at the same time political sciences, geography, history and literature. These efforts would not allow an immigrant to work in order to fulfil the condition (insufficiently defined) of providing the means for a decent living.

For a clearer image of the process undergone by immigrants on the Romanian territory in order to receive citizenship, we intended to find out which is the number of immigrants settled in Romania who received Romanian citizenship, and which is their country of origin (it should be mentioned that we do not refer to persons who regain the Romanian citizenship and are of Romanian ethnicity, such as the persons from the Republic of Moldova, Ukraine or Serbia). Unfortunately, from the response received from ANC we understood that there are no data referring to the applicants' country of origin, as the existing data provide information only on the article of the law based on which the Romanian citizenship was granted. Thus, using data from ANC in a different research on the Romanian citizenship, we analyzed the number of applications submitted on the basis of article 8 of Law no. 21/1991. The result shows that there are 1,915 applications for Romanian citizenship with positive assent (with the mention that ANC compiles lists of aliens receiving Romanian citizenship only since 2002).

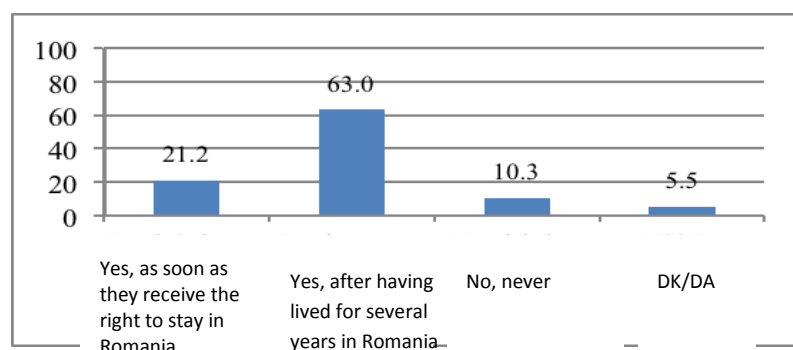
**Table 12. Applications for a Romanian citizenship submitted on the basis of art.8 of Law 21/1991**

Applications for Romanian citizenship submitted on the basis of art. 8 of Law 21/1991 (2002 – 31.12.2012)	
Total number of submitted applications	3,756
Total number of applications with positive assent	1,915

Another mention that needs to be made concerning these data is that the files submitted and assented also include the applicants' children, no additional lists being elaborated for the latter. Thus, we could assume that the number of persons receiving Romanian citizenship during the past 10 years is of approximately 2000 – 2300. We cannot say whether this number is large or small

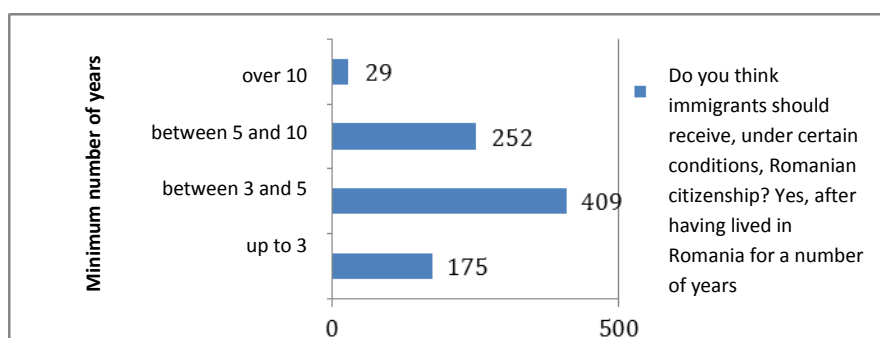
because we do not have official data regarding the number of persons with permanent residence in Romania. According to certain data<sup>20</sup>, this number ranges around 10,000. If we take this number into consideration, the number of 3,756 applications submitted during the past 10 years is reasonable. However, the conclusion that foreign residents in Romania are not interested in receiving citizenship is equally possible. What remains to be investigated is the fact that only half of the aliens who requested citizenship during the past 10 years managed to receive it. This can have the significance that the applications with negative assent had problems either concerning the compulsory documents which must accompany the application, or that it was impossible for the applicant to pass the language and civilization interview.

Another element included by us in the analysis of immigrants' access to Romanian citizenship is the manner how it is perceived by the Romanian society. To this end, we analyzed data collected during the national survey. As it can be seen in the figures below, the largest part of the population supports the granting of Romanian citizenship to immigrants, especially if they lived between 3 and 5 years on the Romanian territory (Figure 12).



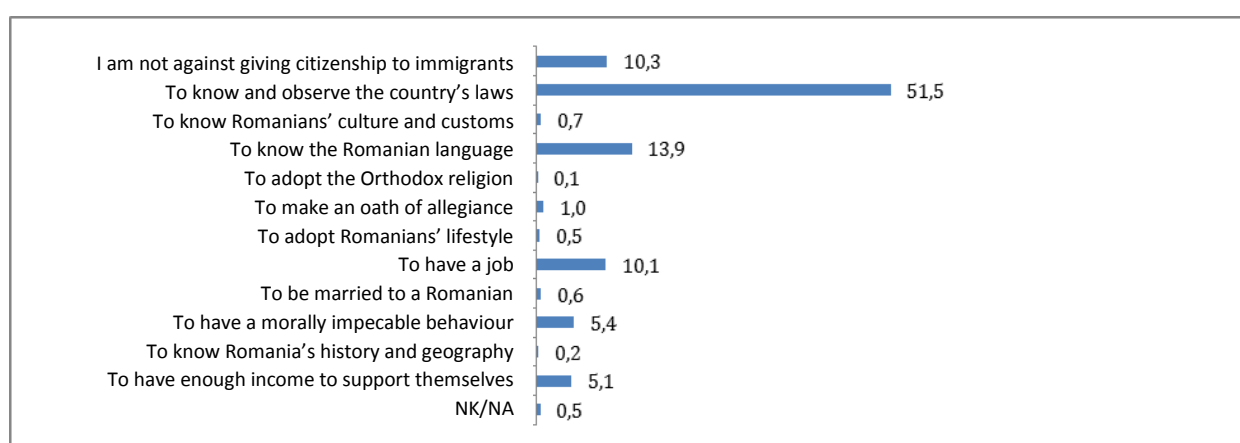
**Figure 12. Do you consider that immigrants should receive Romanian citizenship under certain circumstances? (%)**

<sup>20</sup> Source: <http://ori.mai.gov.ro/detalii/pagina/ro/Statistici-si-publicatii/147>



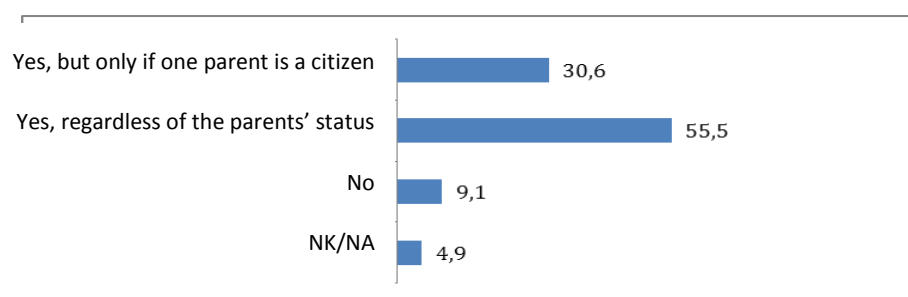
**Figure 13. Minimum number of years spent in Romania by immigrants in order to receive Romanian citizenship (number of cases in which respondents said "Yes" to the previous question)**

Concerning the opinions on receiving the citizenship, we notice that a little over 10% of respondents have nothing against it, while the most important conditions they consider an immigrant should fulfil refer to observing the laws of the country, knowledge of Romanian and existence of a job.



**Figure 14. The most important condition that immigrants should fulfil in order to receive Romanian citizenship (%)**

As regards the support for the *jus soli* principle, it is supported by more than half of the respondents (see Figure 15). Thus, a possible alignment to the 8 EU<sup>21</sup> countries applying the *jus soli* principle would have the consent of the wide public.



n, Ireland, France, Belgium, Germany, Finland, Portugal and Greece apply the *jus soli* principle, when granting citizenship



Figure 15. Should the children of immigrants born in Romania receive Romanian citizenship? (%)

## CONCLUSIONS

The hypothesis on which we constructed the analysis of citizenship aspect was confirmed. Immigrant access to the Romanian citizenship is available, with two large limitations: extremely exigent requirements of the citizenship exams and the fact that the Romanian citizenship is granted only according to the *jus sanguinis* principle. Though the clearly good intention of the authorities is to have well informed citizens, with knowledge of their rights and obligations, in a state subject to the rule of law, we consider that these requirements do not help the persons who intend to become Romanian citizens, especially in the current demographic context.

We would recommend that the exam requirements refer strictly to the basic elements of Romanian culture and civilization, which ensure the knowledge required for understanding the Romanian society and which are available in 2 maximum 3 books. In an ideal scenario, ANC with the support of IGI should publish a manual with all the information requested for the interview and question templates similar to the training guides for the Bacalaureate exam, for example. This would enable the applicants to prepare for this interview and would give them the possibility to find all the information in one source. Regarding the limitations encountered by the aliens born on the Romanian territory, we consider that a public debate on adopting the principle of *jus soli* next to *jus sanguinis* would contribute to the improvement of immigrant access to citizenship.

## CONCLUSIONS

### IMMIGRANT INCLUSION BAROMETER – 2013 ASSESSMENT

The Immigrant Integration Barometer (IIB) is an instrument that analyzes the extent to which the Romanian society capitalizes and enables social inclusion of immigrants, in particular that of immigrants coming from outside the European Union.

Table 4 below resumes the aspects and indicators proposed after the preliminary analysis, adding the synthesis of the main conclusions resulted from the research as follows:

The **Comments** column synthesizes in a very succinct form the analyses of each aspect, presented in the previous sections.

The **Assessment** column is a qualitative indicator of the Romanian situation, compared to what we called „ideal of integration”. This indicator can have three values:

- **Good**, if the situation is good or very good, considering the expectations;
- **Acceptable** if overall we are in the right direction and, even if negative elements are present, they are not essential or they can be corrected in due time
- **Unsatisfactory** if the distance from “ideal” is large or if there are essential elements that Romania does not manage to fulfil.

We emphasize that the indicator is mainly subjective. In the next section we will discuss the issue of improving the assessment during the second and third year of the project.

The **Recommendations** column includes the main recommendations for the relevant actors in the process for improving the situation. Even if the purpose of the research is analytical, we consider that it is necessary at least to open the discussion about the public policy aspect.

Table 13. Immigrant Integration Barometer - 2013 assessment

Level	Aspect	Indicators	Comments	Assessment	Recommendations
0	Free movement	<p>Reasonable limits for settling in the host country</p> <p>Reasonable limits for freedom of movement within the host country</p>	<p>Romania transposed the European legislation concerning the free movement of aliens, the Romanian regulations being now compliant with the European ones.</p> <p>According to the regulation in force, certain categories of aliens benefit from more favourable treatments depending on the specific nature of their situation. However, in principle, aliens with legal residence in Romania have the freedom to circulate and settle anywhere in the country.</p> <p>Concerning the movement outside the country borders, both the European regulations and the legislation of each member state must be taken into account.</p>	Good	<p>Certain legal provisions should be revised in order to reduce bureaucracy.</p> <p>We recommend introducing the possibility to change the visa and the purpose of entering and staying in the country, for the aliens present on the territory, without having to return them to the country of origin.</p> <p>Extension of the possibility to prolong or grant a residence permit for other categories of aliens, besides the ones stipulated by law, if the situation requires this measure.</p> <p>Granting higher mobility on the territory to certain categories of aliens, such as the tolerated aliens or asylum seekers, thus increasing the chance of finding a job and encouraging diversity in other regions of the country as well.</p>
	Recognition and acceptance	<p>Recognition and statement of immigrant rights</p> <p>Preoccupation with the observance of these rights</p> <p>Acceptance by the</p>	<p>From the viewpoint of the legislative and institutional framework, Romania is one of the most advanced countries, in terms of recognition and acceptance of aliens' rights.</p> <p>However, the national strategies do not define clearly the issue of</p>	Good	<p>The relevant strategies and action plans can be improved in order to better cover the issue of fundamental rights, including the information of direct beneficiaries.</p> <p>It is useful to direct the information resources predominantly towards the aliens in Romania and less towards the general population.</p>

		society	<p><i>observing the fundamental rights, with emphasis on the social-economic and security aspects.</i></p> <p><i>There is an area which is not covered by civil scrutiny, i.e. that of the authorities' response to illegal immigration, including the actions which are potential terrorist threats. This does not mean that the area in question is an area of abuses; it only means that this area is not monitored.</i></p> <p><i>Romanians are one of the most tolerant European nations when it comes to immigrants, being open and supportive of the integration programmes. The tendency is upward in terms of tolerance.</i></p>		<p><i>It is necessary to stimulate the civic involvement in monitoring the situation of illegal immigrants and that of immigrants suspected of terrorism, in order to remove any suspicion concerning the possible abuses in this "grey" action area.</i></p>
1	Strategic planning	<p>Friendly policies concerning immigrants, elaborated and applied</p> <p>Positive practices of the local communities</p>	<p>The reference document for this aspect is the National Strategy on Immigration for the 2011 – 2014 interval. The yearly plans for 2011 and 2012 for the implementation of the Strategy were adopted very late – in July 2011, respectively November 2012; therefore, their practical utility was reduced or, in the second case, null. The yearly plan for 2013 has not been adopted yet and we do not have information about its current stage.</p>	Acceptable	<p>The yearly plans for the implementation of the National Strategy for Immigration must be adopted at the beginning of the calendar year, in order to be implemented efficiently. They must include the concrete role and responsibilities of the authorities involved.</p> <p>Increase in preoccupation on the part of the General Inspectorate for Immigration, concerning the identification and selection of the best practices at local level (local nongovernmental organisations and authorities).</p> <p>Promotion of these good practices on the</p>

			<p>The nongovernmental organisations interviewed for the qualitative research per institutions and organisations identified examples of positive practices at the level of local communities in Timișoara and Constanța. However, the good practices implemented by local communities are not sufficiently promoted and encouraged by the relevant actors in the field of migration.</p>		<p>occasion of public events regarding the integration of immigrants, as well as on the websites of nongovernmental organisations.</p> <p>IGI, in cooperation with the central authorities, should elaborate a common system for the monitoring and recording of immigrants who benefit from services and programmes from public institutions. This system should include indicators based on which the data is collected and the statistical reports are elaborated by the institutions with tasks in the field of integration.</p>
	Non-discrimination	Antidiscrimination policies, elaborated and applied	<p><i>In the field of discrimination, the legislation and policies have general applicability. Although certain documents and strategies refer to the discrimination of immigrants either specifically or in a wider category, such as discrimination related to nationality, no activities strictly envisaging combating immigrants' discrimination were identified.</i></p>	Unsatisfactory	<p><i>It is necessary to revise the policies and strategies on fighting discrimination, in order to include specific prevention and awareness measures, which help fighting discrimination against immigrants.</i></p> <p><i>Considering immigrants to be a distinct category, vulnerable to discrimination, would enable the identification of fields in which the aliens are discriminated, thus contributing to finding an adequate solution to avoid discrimination and exclusion.</i></p> <p><i>The cooperation between the National Council for Combating Discrimination and the General Inspectorate for Immigration is useful for the quantification of the phenomenon and the information of immigrants regarding the legal instruments available, in case they are victims of discrimination.</i></p> <p><i>Romanian legislation states the equality of citizens</i></p>

					<i>in exercising their rights and, considering its purposes, we recommend changing the term "citizen" into the term "person"</i>
	Language and education	<p>Dedicated courses of Romanian language and culture</p> <p>Access to the public education system</p>	<p>The two hypotheses on which we based our research – free training courses of Romanian culture and language, which are difficult to access, as well as difficult access to education – are confirmed.</p> <p>From the legislative viewpoint, the Romanian state provides foreign citizens with the possibility to study in Romanian schools and to learn Romanian, as measures to ensure integration in the Romanian society. One shortcoming of the legislation is the fact that, on the first search, it is not clear which laws apply and can be taken into consideration.</p> <p>In practice:</p> <ul style="list-style-type: none"> <li>- to a great extent, the Romanian school is not prepared to educate the children who are foreign citizens; the reasons are numerous: lack of knowledge of the legislation or poor knowledge of the said legislation, insufficient or poorly prepared human resources for the education of children coming from other cultures, reticence of the</li> </ul>	Unsatisfactory	<p>Some of our recommendations:</p> <ul style="list-style-type: none"> <li>- better information of aliens by the Romanian state, concerning the education they have access to, the conditions of their enrolment – the information should be posted on the websites of the institutions with responsibilities in the field; it should be available in at least one language of international circulation;</li> <li>- better coordination within the same institution (Ministry of National Education);</li> <li>- better information among the schools in areas with a large number of immigrants, concerning the enrolment and integration of children of aliens;</li> <li>- investments in training and motivating the teaching staff in charge with the education of aliens;</li> <li>- even better coordination among the state institutions and the nongovernmental organisations, which are active in the field and which took over some of the responsibilities, through the projects developed.</li> </ul>

			<p>parents, bureaucracy</p> <ul style="list-style-type: none"> <li>- due to the low number of applications, the education institutions of the Romanian state do not pay special attention to these children, therefore no policies are issued for their integration</li> <li>- the courses of Romanian language and civilization organized by the Romanian school are not attractive enough, insufficiently organized; the teaching staff involved is insufficiently motivated, the courses organized by the nongovernmental organisations depend to a great extent on the financing they receive; the difficult access to these courses is also caused by the poor information provided by the authorities to aliens, concerning this right, and the technical aspects: location, schedule and others. Most of the aliens are informed by representatives of the nongovernmental organizations, from acquaintances, cultural mediators, the Internet (they search for this information if they need it).</li> <li>- as regards the foreign citizens who come to study in Romania, things seem to be more organized and more satisfactory – <i>in this case we</i></li> </ul>		
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			<p><i>did not have much information at hand</i></p> <p>- the coordination within the same institution is poor (Ministry of National Education) – for example, we did not manage to learn the exact number of children of foreign citizens enrolled in Romanian schools (only for Bucharest), because the data are not centralized at the level of the Ministry, they are centralized at the level of inspectorates; there are several departments in charge with the situation of aliens, therefore information about this category is divided; we had access to certain information, we did not have access to other information.</p>		
	Family reunification	Possibility to reunite the family on the territory of the host country	<p><i>At legislative level, Romania is slightly above the European average in terms of immigrant access to the family reunification procedure. However, this procedure generates problems concerning the following aspects:</i></p> <p>- terms delayed by the IGI, the diplomatic missions and the consulates;</p> <p>- lack of clear information about the</p>	Unsatisfactory	<p><i>More efficient monitoring of the terms stipulated by law, in the reunification process.</i></p> <p><i>Clear explanations in case of refusal to reunite the family.</i></p> <p><i>Correlation of legal stipulations with the real situations, in order to precisely define the solutions for each category of applicant.</i></p> <p><i>Extension of categories of persons who can receive a visa/a permit for family reunification.</i></p> <p><i>Better information concerning the procedure as</i></p>



			<p>procedure;</p> <p>- explanations behind the refusal to approve a reunification application;</p> <p>It is a good thing that the minimum level of income is required in case of the family reunification procedure.</p> <p>In practice, there were cases in which aliens with residence permits in Romania were legal guardians for their siblings or had other persons in care, persons who are not subject to the directives.</p>		<p>well as an optimization and enabling of the procedure, considering that the practical process is rather difficult;</p> <p>Enabling the integration of the family members by introducing measures to recognize diplomas and qualifications.</p>
2	Health	Access to health services (at least emergency services)	<p>The corroboration of available data shows that immigrants benefit from free emergency medical services.</p> <p>It is important to emphasize that, although the law allows immigrants' access to medical services, in many cases there are procedural aspects which have not been taken into consideration and which practically limit the ability to exercise the right to health care for aliens, aspects such as the registration and identification of patients on the list of the family doctors, based on the personal identification code.</p> <p>In order to reduce the risk of limitations in the way of</p>	Good	<p>Inform the National Health Insurance House on the situations in which immigrants are confronted with difficulties regarding the access to medical care or in relation with the health insurance houses.</p> <p>Training of the personnel employed by the health insurance houses and the health personnel, in the field of intercultural communication and legislation on immigration.</p> <p>Establish a network of key persons in the field of medical care, with various competences, to act as a resource for professionals confronted with difficulties in immigrants' access to medical care and, at the same time, with consultancy role in the relationship with the authorities, in order to take the specific health measures for immigrants.</p>

			immigrants' access to medical care, the National Health Insurance House must be notified about these cases, which have to be solved.		IGI in cooperation with the Ministry of Health, the Romanian College of Physicians and the National Health Insurance House, should create a collection system for the data on immigrants and for monitoring the services provided to immigrants.
	Welfare	<p><i>Access to public schemes for fighting poverty (social aid, social housing etc.)</i></p> <p><i>Access to family support public schemes</i></p>	<p><i>The legislation in the analyzed fields does not impose additional restrictions for immigrants, so long as they fulfil the access conditions. However, it is possible that some of these conditions are difficult to fulfil by immigrants.</i></p> <p><i>We do not have complete information concerning the access of all immigrant categories to the public social welfare schemes; for example we do not have knowledge of the state of access to child and family benefits, social aid or social insurance – unemployment aid etc., or social housing.</i></p> <p><i>The persons with a form of protection in Romania have benefited from social aid (guaranteed minimum income) and state allowance for children.</i></p>	Acceptable	<p><i>Render local authorities more responsible for the integration of immigrants, by emphasizing local integration</i></p> <p><i>Conclude partnerships between nongovernmental organizations and local authorities, in order to ensure the transfer of experience and knowledge to the latter and jointly use information, human, material and financial resources</i></p> <p><i>Systematic promotion of the legislation on immigration and integration among local authorities; elaboration of a guideline on the relationship between the local public officer and immigrants.</i></p> <p><i>Lobby for the correlation of specific legislation in the field of social insurances and housing with the provisions of the law on the integration of aliens</i></p> <p><i>Homogenous application of the legislation by the central authorities and subordinated territorial institutions</i></p>
	Labour	Free access or access within reasonable limits to	Access to the labour market is conditioned by a series of authorizations, justificatory	Unsatisfactory	It is necessary to revise and simplify the procedure concerning the employment of aliens and to reduce taxes, in order to increase the

		the labour force market	<p>documents and taxes imposed to the employer. The working hypothesis is thus confirmed from this viewpoint. The employer must be willing to consume financial and time resources in order to employ aliens.</p> <p>Romanian citizens have priority upon employment, if they have the same qualifications as the aliens.</p>		employment level among aliens.
	Social support	Existence of private support networks	<p><i>There is a considerable number of nongovernmental organisations (national, local and international) and inter-governmental organisations that develop activities to support immigrants. They try to cover the lack of services, which should be provided by the state, having the required expertise and experience. These NGOs have recorded positive results, however the financing sources (or lack thereof) limit the size of their support, which is so needed by the individuals.</i></p>	Acceptable	<p><i>It is necessary to rethink the financing schemes in terms of immigration problems. The services provided by nongovernmental organisations must be stimulated and implicitly financed, because they have expertise that will soon be necessary, considering that state institutions are not prepared to cope with an increase in the immigration volume.</i></p>
3	Society and culture	<p>Favourable public opinion</p> <p>Positive and frequent social and</p>	<p>The public opinion in Romania is in favour of accepting and integrating immigrants. The data show that the tendency is positive, enabling an increase of the level of tolerance. The economic crisis did not have a</p>	Good	<p>Several instruments to appeal to the public opinion on the issue of immigrants have been implemented during the past years; the target public was the general population. Their objective was fulfilled to a great extent. Therefore, it is natural to change the approach, for the existing</p>

		<p>cultural interactions</p> <p>Possibility to preserve their own culture</p> <p>Possibility to participate in the actions of communities</p>	<p>negative impact on this tendency. There are no conflicts between Romanian citizens and the aliens on the Romanian territory. The limit of this tolerance is given by the legal status of the immigrant: when the immigrant loses this status, he/she also loses the acceptance of the population.</p> <p>On the other hand, the interactions are scarce and rather accidental, given that the number of immigrants in Romania is low. Aliens are not perceived as a threat, but rather as a curiosity.</p> <p>In principle, aliens have the possibility to participate in common actions, but in practice the involvement is low. This happens mainly because in general civic involvement is low in Romania, not because there are legal or attitude-related impediments.</p> <p>Immigrants have the freedom to preserve and express their own culture, in an environment which is tolerant to such manifestations. However, there is still no solid support from public institutions or independent networks of persons and organizations.</p>		<p>resources to be allotted directly to the support of beneficiaries – the immigrants.</p> <p>It is useful to collect data in the areas/localities where interactions with immigrants are frequent, in order to estimate the possible impact of increasing the number of immigrants. There is still no framework to allow this process, because there are no statistical data, with geographical distribution. It is necessary to improve the IGI capability to collect such data, in close cooperation with the Police and the local public authorities.</p>
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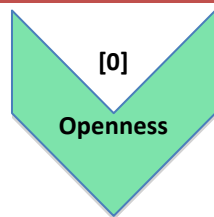
	Civic involvement	<p>Existence of immigrant organisations and networks</p> <p>Civic involvement of immigrants</p>	<p><i>It can be stated that Romania has immigrant organisations and networks that function, that get involved in providing support. In addition, these organisations provide the framework for the civic involvement of immigrants. Many of these organizations are based on volunteer work and donations from members; however, the lack of financing limits their activity to a great extent.</i></p>	Acceptable	<p><i>Financing schemes for these organizations and enhancement of cooperation and collaboration between the state institutions and these organisations. Considering them to be social partners with equal rights in the Romanian society</i></p>
	Affirmative actions	Acceleration of integration through affirmative action programmes	<p>The only affirmative action programme identified is the one of scholarships granted to aliens of Romanian ethnicity from outside Romania.</p> <p>In the case of beneficiaries of this programme, the hypothesis from which we started was confirmed. The financial support and separate enrolment organized for aliens of Romanian ethnicity from outside Romania represent affirmative actions essential for their integration in Romania.</p> <p>The problems identified refer to the fact that this programme is not managed efficiently, while the financial resources invested are provided to the beneficiaries,</p>	Unsatisfactory	<p>Extension and adjustment of the policy to other groups of immigrants</p> <p>Grant scholarships depending on the <b>school performance</b> assessed yearly</p> <p><b>Homogenous application</b> of the legislation in all university centres</p> <p>Elaboration and implementation of a <b>strategy</b>, in cooperation with the Republic of Moldova, concerning the future of the beneficiaries</p> <p>Elaboration of <b>affirmative policies to enable inclusion in the labour market</b> of the young persons from the Republic of Moldova who studied in Romania.</p>

			<p>without real control measures.</p> <p>Different practices were identified at different universities.</p> <p>Communication among the institutions in charge is flawed.</p> <p>There is no strategy concerning the future of the young persons supported by this programme, in Romania or in the Republic of Moldova.</p> <p>There is no such measure in place for immigrants who are not of Romanian ethnicity.</p>		
4	<i>Citizenship and political integration</i>	<i>A coherent and reasonable procedure to obtain citizenship</i>	<p><i>Romania accepts double citizenship, which represents the first important element for allowing immigrant access to citizenship. However, the process that an alien has to undergo in order to receive Romanian citizenship is rather long and it involves huge efforts in terms of quantity of information that the respective immigrant has to assimilate, the long terms he/she has to meet, in terms of duration of continuous legal stay before applying for citizenship, as well as the vague criteria concerning the incomes and housing. The fact that the interview for citizenship is oral</i></p>	<i>Acceptable</i>	<p><i>Reduce the 8-year term of continuous legal stay on the Romanian territory.</i></p> <p><i>Reduce the curriculum and the mandatory bibliography for the citizenship interview.</i></p> <p><i>Introduction of a method to assess the knowledge of the applicant, which gives the latter the freedom to file an appeal against the decision of the Citizenship Commission.</i></p> <p><i>Initiation of a public debate concerning the introduction of the jus soli principle in the legislation on acquiring the Romanian citizenship</i></p>

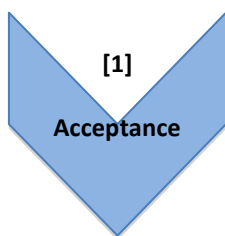
			<p><i>and it cannot be recorded does not allow the aliens to file an appeal against the Citizenship Commission, practice which discriminates the applicant. In addition, the protection against statelessness is neglected in the absence of the jus soli principle.</i></p>		
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## LEVELS OF THE INTEGRATION

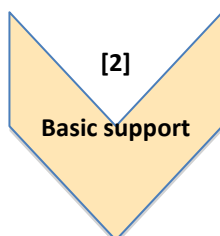
Taking into consideration the outcome of the assessment which have been previously presented, we can draw up a synthetical answer to the main objective of the project, the degree in which the Romanian society values and facilitates the social inclusion of the immigrants, especially of those who do not come from the European Union. We will use the five levels of the integration and the same pattern of functional scheme through which we have described the „ideal”, namely the „vision” of the integration.



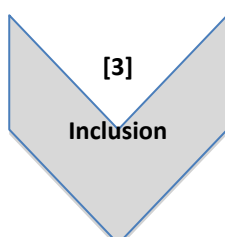
The vision of Romania as far as accepting the immigrants is concerned, in legal documents and its policies, is very close to what we have called the „ideal” situation. The wide recognition of the rights and freedoms and the general attitude of the population are its strenghts. The main weakness is represented by the limitations concerning the legal entrance into the country and the lack of preoccupation and efficient mechanisms to transform a temporary staying into a permanent one or even to pass from the illegal status to the legal one.



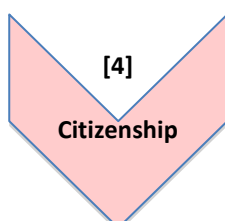
Even if, theoretically, there is large strategic preoccupation, which makes the vision close to the ideal, in practice, Romania has some difficulties, just like in other fields, as it lacks some efficient and correctly implemented public policies: there is no clear debate of the multi-annual national Strategy in this area, the action plans are adopted with delay; there is no visible effort for assessment and permanent monitoring; inter-institutional coordination structures do not function well enough. This situation leads to important deficiencies on the main dimensions of this level: non-discrimination, education and family reunification.



As for the previous level, the vision as far as the basic support is concerned is very close to the ideal, but the practice has some significant defaults. Theoretically, the aliens who stay in Romania legally have access to all the public support schemes. There are some lacks which can be related to the lack of the implementation standards, to the lack of information or to the problematic implementation of some rules. It is important to underline that the situation is not the same institutionally and geographically as there are successful areas and failure situations. We particularly refer to the restrictions regarding the access to the labor force market as most frequently a failed integration is related to the impossibility to obtain a permanent source of income from working.



The immigrants who pass over the more difficult initial period and reach a reasonable stability level can then enjoy a context which is favorable to continue the process of integration both as vision and as practice. On the one hand, the public opinion is open and it supports the integration and the interactions are mainly positive and, on the other hand, the immigrants have enough possibilities of auto-organizing and of taking part in civic actions and in the life of the community. A weak point is related to the affirmative measures which are, for the moment, limited to one category of immigrants.



Not only that Romania accepts the possibility of a alien to obtain citizenship, but it also accepts him or her to obtain dual citizenship, which overlaps the Romanian vision on the ideal of the integration. In practice, the weak point is represented by the long and relatively complicated procedures. A debate on the introduction of the *jus soli* principle in the Romanian legislation is necessary.

Figure 16. The five levels of integration



## PROJECT CONTINUATION

The *Centre for Research and Documentation in the Field of Immigrant Integration* project is programmed to develop for a period of three years. Each of these years, the research component will be resumed in approximately the same framework (which can be improved of course, based on the lessons learned).

For the following years the project team sets a series of objectives:

- permanent revision of the Conceptual Framework, depending on the evolution of research in the field. One example is the introduction ever since the beginning of a series of substantial elements of legislative analysis and analysis of public policies. They were not stipulated in the initial project, but they proved to be necessary in order to cover the researched subject as properly as possible. We will continue to search for such additional elements, which improve the measurement precision.
- Constant development of the research instruments, in order to cover the aspects of the research as well as possible, with emphasis on the vulnerable or controversial elements identified. For example, ever since the first year we have been trying to find a way to research the immigrant population in Romania, using quantitative methods. However, we have not found a sampling framework adequate for this research, but we can provide recommendations to institutions with responsibilities in the field, in order to obtain such a framework in the following years.
- Improvement of the qualitative assessment instrument, in order to turn it into a reliable measurement tool for the progress made. The simple and mainly subjective scale proposed now – Good/Acceptable/Poor – can be improved and only time and the available resources have stood in our way.
- Elaboration of transversal analyses among the three levels of integrations – ideal – vision – practice. These analyses will show the distance between each two of the three levels and yearly evolutions will be measured.
- Setting emphasis on the recommendations of public policies. We emphasize again that, although this is not a project requirement, it should be part of the results of our research.

Research and Documentation Center on Immigrants' Integration

Immigrants Integration Barometer

## Conceptual Research Framework

[www.cdcdi.ro](http://www.cdcdi.ro)

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### RESEARCH OBJECTIVES

Next to the information and cooperation activities, the Centre for Research and Documentation in the Field of Immigrant Integration project includes a substantial research component concerning the status of immigrants in Romania. Two of the specific objectives of the project refer directly to this component:

**1. Innovative approach of the conceptual framework and creation of new research instruments for the immigrant integration processes in the Romanian society.**

The multidisciplinary team of researchers will determine the concepts representative for immigrant integration, from the perspective of each represented field, respectively from a multi-discipline perspective, thus proposing a new approach to the conceptual framework. Based on the set of indicators corresponding to each concept, new research instruments will be proposed and developed.

**2. Elaboration of a study in the field of integration, based on the new conceptual approach and on the new research instruments.**

The study will be elaborated yearly and will have a comparative component. It will represent a true Barometer of integration and will include a set of indicators reflecting the conceptualization of the integration process, from the multidiscipline perspective. The integration process will be elaborated yearly for the duration of the project, in order to measure the level of practices, legislation and policies in the field of immigrant integration in Romania, as compared to the European concepts and instruments.

These aspects also become the objectives of the present research. It is clear even from their formulation that the two objectives derive one from the other: the research depends on defining the conceptual framework.

However, at the same time, it must be mentioned that, as a reference framework for the entire research activity, the project includes explicit elements concerning the research methods. The elements provided are incipient document analysis elements (monitoring the literature) and advanced elements of social research, namely the elaboration of a survey among the population and certain interviews with various categories of key actors (immigrants, public institutions, non-governmental institutions). Therefore the

methods in question are classic research methods, i.e. **the innovation of the approach will be mainly given by the manner in which the concepts and methods used are combined.**

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## RESEARCH PURPOSE

Besides the specific objectives related to the lifespan of the project, the research must also be guided by the long-term vision, which gives coherence to the entire project. Of course, we generally speak of the research purpose before moving on to specific objectives, but we preferred to change the approach in this case, in order to observe the framework defined in the present project.

The general objective of the project is to create and develop a Centre for Research and Documentation in the Field of Immigrant Integration and this objective consolidates the main component of the Immigrant Inclusion Barometer purpose, i.e. supplying the Centre for Research and Documentation with data and information. This objective is implicitly fulfilled by using the research methods proposed and supplying raw data, as well as through the analyses elaborated by the research team.

Taking a step further from the project framework, at a higher level of programming, the main reference are the documents of the European Fund for the Integration of Third-Country Nationals, which is one of the financial instruments of the general programme Solidarity and Management of Migration Flows. This programme was set up by the European Union to support the efforts of member states in the field of migration and asylum. Without going into details, it is important to mention that the purpose of the entire programme framework is the information and consolidation of the process of public policy formulation and implementation in the field of migration (referring to immigration in the particular case of this project).

Therefore, the programme in question is **a research endeavour with immediate impact on improving knowledge and finality in improving the public policy framework.** It is not a coincidence that an important component of the project is the result dissemination to a wide audience, beyond the created network of researchers; the network itself includes not only persons and institutions in the academic field, but also various practitioners and persons involved in the creation and implementation of policies specific to this field.

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## APPROACH ORIENTED TOWARDS PUBLIC POLICIES

We briefly went over the purpose and objectives of the research, in order to explain more easily the approach of the entire endeavour. Starting from the objectives taken upon, the research team took a few important decisions that give substance to the final results.

We consider that the finality of the entire endeavour, as defined above, has a major importance, even though it is not formulated explicitly in the project. Therefore, we chose to use the policies in the fields as the main reference, not the social theories associated with immigrant integration.

As a result, we used the pragmatism criterion when elaborating all our research products. We preferred a direct language, accessible to a wider audience – speaking of an informed audience, but not necessarily academic. We simplified the technical system of research reports and we eliminated the theoretical discussions to a great extent. For example, a discussion about “integration” and “inclusion” is tempting, since this distinction is not fully clarified in theory or in policy documents. However, such discussion is too unproductive to find its place in this document.

Last but not least, we introduced a European component, which is absolutely necessary for an endeavour originating in a joint action of the member states and the Commission. Even though the project does not explicitly formulate indicators concerning the international framework, we considered that this must be the starting point for a “barometer” endeavour.

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## DEFINING THE RESEARCH

Considering the abovementioned aspects, synthesizing the purpose and objectives of the research and the pragmatic approach oriented towards public policies, we turned our research endeavour operational, through the following definition:

**The Immigrant Integration Barometer (IIB) is an instrument analyzing the extent to which the Romanian society capitalizes and enables the social inclusion of immigrants, especially of those coming from outside the EU space.**

This work definition will be the reference point for the entire endeavour.

## CONCEPTUAL FRAMEWORK

As mentioned at the end of the previous section, the Immigrant Integration Barometer (IIB) is an instrument analysing the extent to which the Romanian society capitalizes and enables the social inclusion of immigrants, especially of those coming from outside the EU space.

In order to fulfil this objective, IIB intends to analyse three aspects of immigrant integration or inclusion:

1. **Ideal of integration** – the widest concept definition, at the level of fundamental rights, as resulting from declarations, conventions and international treaties. This aspect responds to the need for a reference system, as well as to the self-imposed condition to take into account the European context.
2. **Vision of integration** – stated rights, specific public policies and legislation in Romania; to what extent the vision is close to the ideal of integration. This is the first level of analysis concerning the Romanian situation and it refers to what is *stated* in the legislation in force.
3. **Practice of integration** – perceptions and opinions of citizens; to what extent the public institutions implement the specific policies and legislation; to what extent the practice is close to the vision. This is the in-depth level of analysis and it includes two important components. On the one hand, we observe to what extent the legal provisions are implemented, on the other hand we analyse whether the society internalized the stated values.



**Figure 17. The three aspects of the research**

As we were saying, the first of the three aspects, the “Ideal of integration” is the reference system of the comparative endeavour, against which we measure the progress. This is the most stable element of the entire conceptual framework; because changes at this level are rare, we can even consider it a fixed element and, as such, it finds its place as integral part of the conceptual framework.

The second aspect, the “Vision of integration”, is specific to the Romanian context and it has certain more stable components (policy visions, multi-annual strategies) and other more flexible components (procedures, regulations, even legislation). In addition, there are previous analyses (quoted in the specific literature, another product of this project). Adding a document analysis endeavour to the secondary analysis of the mentioned sources, we can include ever since the beginning a first evaluation of this aspect in the conceptual framework, in the form of hypotheses.

The third aspect, the “Practice of integration”, is the most dynamic and it is the main object of annual evaluation, using the research methods proposed by the project and the ones added by the research

team. At the level of the conceptual framework, we can mention the methods used, besides the research hypotheses, and we will add a list of field instruments.

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#### “IDEAL” OF INTEGRATION: BRIEF ANALYSIS

How would an ideal destination country for immigrants look? Would be sufficient for host states to observe human rights or is it necessary to state additional rights, specific to migrants?

It is necessary to perform an analysis of the international legal instruments stating the rights of the individual, in order to come up with an answer to these questions and to see if it is necessary to state migrant-specific rights or if it is sufficient to better implement and observe the fundamental rights of the individual.

The principle of sovereignty allows states to set up their own political, economic, legal and cultural system, which must be observed both internally by the state authorities and its citizens, and externally, no interferences from other states being allowed. However, by adhering to various treaties and supranational conventions, each state willingly undertakes certain obligations and duties, which become mandatory for the signatory state, once assumed.

Nevertheless, it is rather difficult to implement international obligations, considering that, in most cases, the coercion mechanisms are lacking or are non-functional and that the fulfilment of these obligations is entirely up to the benevolence of the states. Therefore, in terms of human rights, the quality of citizen is important, being the instrument that makes it possible to raise any claims and to hold the state authorities accountable for their failure to observe the rights, since citizens' rights are established mainly by national legislation.

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#### INTERNATIONAL LEGAL INSTRUMENTS IN THE FIELD OF HUMAN RIGHTS

The principle of equality and the individual right to life, freedom and security lie at the basis of the **Universal Declaration for Human Rights**. These fundamental rights belong to all persons, irrespective of their citizenship relation with the signatory state. The responsibility to observe these rights is universal. As regards migrants, the right to benefit from international protection in case the person risks being persecuted in the country of origin is specific for the migrant status.

Besides the right to benefit from refuge and international protection, each person has the right to circulate freely and to leave the country of origin, a right stated in article 13 of the Universal Declaration. Thus, we can even state that migration is a right of the person, a right which must be observed both by the country of origin and by the country of destination. However, migration without proper documentation is considered a crime in most states.

The following rights are acknowledged in the Universal Declaration for Human Rights: the right to non-discrimination, the right to private life, to religious freedom and freedom of expression. In addition, the individual right to citizenship is stated, a right of major importance for immigrants or stateless persons, who face great challenges in obtaining the citizenship of the host country.

As regards political rights and the possibility to get involved in the decision-making process, the Declaration connects these rights to the quality of citizen. Thus, migrants are automatically excluded from the exercise of political rights, until the moment when they become citizens of the host country. The area of political rights includes the right to take part in the management of public affairs and the right to have equal access to public positions.

The individual right to social security, work and free choice of work, under just and favourable conditions as well as protection against unemployment are of real importance to migrants, considering that migrants are exposed to abuses and discriminations. Thus, the Declaration stipulates *“just and favourable remuneration ensuring for himself and his family an existence worthy of human dignity, and supplemented, if necessary, by other means of social protection”* (art. 23, paragraph 3). In order to avoid abuses caused by employers and forced labour, the Declaration stipulates that any person has the right to rest and recreation, as well as the right to regular paid leaves of absence. In addition, it grants any person the right to associate in trade unions, a right which migrants do not always have in host countries.

The right to a decent life includes social services and medical care, housing, clothing, food and other compensations. However, in practice, asylum seekers or migrants without proper documentation often live on the edge of subsistence, in the countries where they seek protection and refuge.

The list of stated fundamental rights also includes the right to education, not only for minors, as most state laws stipulate, but also for every person.

As regards family, the Declaration states the person's right to build a family as well as the right to the protection of personal life. As for the right to obtain a satisfactory remuneration and the right to a decent life, the Declaration mentions family welfare by payment of a satisfactory remuneration to employees and by granting access to support and services for family members.

Equal payment for equal work, equal status towards the law, non-discrimination and protection against discrimination are among the provisions of the Universal Declaration.

In the Declaration signatory states, migrants should receive a job in decent conditions, a place of housing, social services in case of need, access to education and citizenship and protection against discrimination and inequality. However, the observance and implementation of these rights depends on the will of the



states. Even though the implementation of fundamental rights would help provide decent living conditions for immigrants, they would not be able to get involved in the public life and the governing process, in decisions which concern them as well. The Declaration focuses on the individual, on observing the identity of the individual, without any reference to the individual's integration in the host society.

The **International Covenant on Civil and Political Rights** is one of the most important documents concerning human rights and it is mandatory for the states ratifying this Covenant to comply with it. The Covenant refers especially to the equality of political rights for men and women, considering the context marked by gender inequalities, in which it was elaborated.

The Covenant forbids that a person be subject to inhuman and degrading treatments, torture, medical or scientific experiences, without the consent of the respective person. However, the states have subjected asylum applicants to tests such as "sexual arousal test"<sup>22</sup>, infringing upon these stipulations as well as the right to privacy and private life.

According to the stipulations of the Covenant, the persons must be informed on the reasons for their arrest and on the right to appeal against the deprivation of freedom and other infringements. Art. 13 states that the alien who is legally in the country can be expelled only by execution of a legal decision, following an examination of the case. In this context, the detention of migrants without the legal stay forms is questionable.

Though the provisions of the Covenant strengthen the right to freedom of expression, peaceful assembly and trade union freedom, the political rights are still associated with the citizen status.

The states taking upon to observe the **International Covenant on Economic, Social and Cultural Rights** have the obligation to provide the persons on their territory with just salary and equal remuneration for men and women, decent existence and decent work conditions, as well as the right to enjoy physical and mental health and the right to participate in the cultural life. The purpose of the covenant is to ensure equal access and participation of all the persons in the economic, social and cultural life of the society in which the person lives, not to integrate the individual in the community. Nevertheless, we can state that ensuring access is a premise for the social and cultural integration.

The **Covenant on the Elimination of All Forms of Racial Discrimination** stipulates that any form of discrimination based on race, colour, lineage, national or ethnical origin is forbidden and it ensures the exercise of human rights in conditions of equality, at the same time protecting the stipulations concerning nationality, citizenship or naturalization, so long as they do not discriminate against a certain nationality.

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<sup>22</sup> <http://www.bbc.co.uk/news/world-europe-11954499>

Besides the Covenant on the status of refugees, this is one of the first covenants referring to naturalization and favouring the integration movements of the signatory states.

Moreover, the covenant stipulates that special measures adopted for certain categories of persons are required to record progress in observing human rights. Observing political rights and access to citizenship must be achieved irrespective of the race, colour, national or ethnic origin. Thus, political rights are no longer conditioned by the quality of citizen.

The **Covenant on Elimination of All Forms of Discrimination against Women** intends to encourage the exercise of fundamental rights by women and to favour the adoption of certain special temporary measures, meant to accelerate the institution of equality de facto between men and women.

The **Covenant against Torture and other Punishments or Cruel, Inhumane or Degrading Treatments** stipulates that no state shall expel or return a person to another state, if there are serious reasons to believe that in the respective state there is a risk that the person might be subject to torture. From the perspective of migration, the covenant is important for the issue of asylum applicants and refugees, strengthening the fact that a person risking such treatments in the country of origin must benefit from the protection of the host state.

Another international instrument of relevance to migrants is the **Convention on the Rights of the Child**, through which states undertake the obligation to observe the fundamental rights of the minor, respectively the right to education, decent living, medical care, humanitarian protection and to protect the child against abuses, irrespective of the presence or absence of a right to stay in the respective country. In principle, the migrant minor has the same rights as a minor citizen of the host state, during infancy. However, minors are often detained in detention centres for migrants without documents, next to their parents or they are assimilated as adults if they are teenagers and they have no documents to prove their age.

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## LEGAL INSTRUMENTS AT EUROPEAN LEVEL

The **European Convention on Human Rights** makes the distinction between citizens and aliens, mentioning in art. 16 that states can impose restrictions on the political activity of aliens. Additional protocols specify the interdiction to expel aliens collectively, at the same time providing procedural guarantees concerning the expulsion. However, the stipulations of the convention do not forbid the detention of the person entering the territory illegally, if such detention is stipulated by the law of the destination state.

The **Charter of Fundamental Rights of the European Union** states the right of the person to education and access to vocational and continuing training, as well as the freedom to conduct a business, reiterating at the same time the right to asylum. Besides the stipulations of the legal instruments presented above, the Charter includes the right of the elderly to lead a life of dignity and independence and the right of workers to information and consultation within the company. Distinction between citizens and aliens is made at this point as well, i.e. the right to good administration, to petition and the right of access to documents are specific to citizens.

Although the fundamental rights stipulated by the international and European legal instruments on human rights include the political rights, the latter are restricted for migrants, being closely related to the quality of citizen. The correct implementation by the states signing the abovementioned covenants and conventions would ensure a decent living for the migrants with legal stay documents and for those who need international protection, but it would not ensure their integration or the protection of certain categories of aliens, for which reason legal instruments were created to state and promote the rights of migrants as a specific category of persons.

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## RIGHTS OF THE MIGRANTS

The most important international instruments addressing the rights of migrants include the **Convention relating to the Status of Refugees**. It ensures equal access of refugees, in relation to the citizens of the respective state or with other categories of aliens, to education, labour market, social services and free movement. The Convention encourages the adoption of naturalization and assimilation policies by the host states, in order to accelerate these processes.

Considering that, in most cases, the purpose of migration is labour, the **International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families** is an important document for the migrants who work legally in the destination country. It states the equal access in relation to the citizens of the host state to education, professional training and social services. Although there is an attempt to grant the right to participation in the public life, the right to elect and be elected, assuming these rights by the signatory states depends on their compatibility with national legislation of the destination state. In addition, it is specified that the right to free expression and the right of access to information can be limited for migrants, unlike the citizens. Another shortcoming of the Convention is the fact that the migrant is informed on his/her rights only upon request. Access to certain jobs and the number of work permits can also be subject to limitations. Moreover, states are allowed to give preference to their citizens over immigrants.

On the other hand, the Convention allows the legalization of migrants' stay by the state on whose territory they live and it encourages the adoption of a series of migrant integration policies. However, the applicability of the convention's stipulations is limited to the migrants who come for labour and it does not include students or other categories of migrants.

The main problem related to the implementation of these conventions is the fact that several stipulations are recommendations for the signatory states, which have the liberty to choose whether they apply these legal provisions in a restrictive manner or according to the spirit and values these conventions are trying to promote.

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## MIGRATION IN THE EUROPEAN UNION

A policy on immigration was outlined in the European Union starting with the year 1999, through the Tampere programme. The immigrant integration became a focus of public debate only starting with 2007, when the Lisbon Treaty was adopted. One of the most important European documents is the **European Pact on Immigration and Asylum**. It stipulates a better management of migration, combating illegal migration and capitalization of legal migration, as well as the creation of minimum standards for the provision of international protection.

Attempts were made at European level to create a policy and a set of common standards on migration, both through the programmes adopted at European level and through the directives that must be implemented by each European Union member state. The Directives generally address the rights and accession and residence conditions for various categories of migrants, such as the following: students, researchers, temporary workers, asylum applicants and family members. However, they only impose the adoption of minimal standards and services, leaving room for interpretation to the states. On the one hand, it can be stated that there is a distinction between citizens and aliens in the documents concerning the migrants and that attempts are made to control or manage the phenomenon, not to ensure equality of rights between migrants and the citizens of the host states.

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## CONCLUSION

If the states observed the fundamental human rights as stated in the Universal Declaration, migrants would have a decent living, access to education, a job and health services. However, they would not have political rights or the right to benefit from integration programmes. For this reason, it was necessary to create legal instruments stating and promoting the implementation of rights and services specific to the situation and needs of migrants. However, these instruments only impose minimal standards and allow the signatory states to interpret the legal provisions in a convenient manner, in compliance with the national legislation.

Therefore, the question arises: which is the ideal destination country for immigrants? *It is the country where the international, European and national legal instruments are implemented correctly, in the spirit of the values promoted, the country with functional programmes and services adjusted to the needs of the migrants, as well as implementation and penalization mechanisms for the failure to observe migrants' rights.*

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## "IDEAL OF INTEGRATION": ASPECTS AND INDICATORS

The analysis presented in the previous section allows us to define *aspects* of integration and, for each aspect, *indicators* to be followed in the research.

**THE SYNTHESIS OF INTEGRATION ASPECTS IS THE INNOVATIVE PROPOSAL OF THE RESEARCH TEAM.** We took over elements from various other similar studies, from various countries, but the form proposed for this project is new and it represents the central point of the conceptual framework of the Immigrant Inclusion Barometer.

We have decided to develop such an innovative instrument, because none of the previous approaches fulfilled all the objectives and conditions previously defined (see the Preliminary Considerations section). We felt it was necessary to work in a framework that fits both the specific situation in Romania and the specific project conditions, without losing sight of any of the aspects included in the theories of social integration or inclusion.

We grouped the dimensions of integration into five categories, which we called *levels of integration*:

**LEVEL 0, OPENING.** A closed society, which isolates and closes its borders, is entirely hostile to immigration. Even when aliens are legally allowed to enter the country, the society remains closed if the population does not acknowledge and accept the otherness. In order to be able to even begin to talk about immigrant integration, we need to work with at least a minimum of opening; therefore, this is level zero, the starting point. This level includes two dimensions, i.e. *free movement* (legal opening), respectively *acknowledgement and acceptance* (opening mentalities).

One additional mention is necessary. In the widest sense, the *human ideal* is that any being is able to choose to live anywhere on the planet, without restrictions. However, this ideal is far from any international regulation, even from the most liberal declarations of rights. Therefore, we preferred a somewhat more restrictive measure of the free movement.

**LEVEL 1, ACCEPTING DIFFERENCES.** After the opening of the society towards integration, the following step is given by the understanding and acceptance of differences. This means a systematic preoccupation reflected by national and local policies – therefore, a *strategic planning* (first aspect), as well as the

statement of *non-discrimination* (second aspect). In addition, it means enabling aliens' access to the local culture (third aspect, *Language and education*), as well as understanding the primary need to *bring families together* (fourth aspect)

**LEVEL 2, BASIC SUPPORT FOR INTEGRATION.** The contemporary society acknowledges the basic social rights and the international treaties include the obligations of the states to ensure non-discriminatory access to these rights. Immigrant inclusion in the public support programmes is a new step towards integration and a new level in our scheme. Three of the four proposed aspects (*health, work and welfare*) refer to the state action, while the fourth (*social support*) refers to the actions of the society, either individual, or performed by groups of individuals (formal or not).

**LEVEL 3, INCLUSION.** Going beyond the basic needs being satisfied, this level refers to the opportunities that a society provides to aliens, to express and develop the cultural and spiritual side of the individuals (*society and culture*), to participate actively in the public affairs (*civic involvement*) and even to receive special help, to fulfil their dreams (*positive discrimination*).

**LEVEL 4, CITIZENSHIP.** Talking about the ideal, it is self-implied that the objective of each immigrant – i.e. of the person living in another country – is to become one of the citizens of the host country. The last level and aspect of integration is *citizenship*, i.e. the political integration of immigrants.

The table below presents a synthesis of the levels and dimensions of integration. We proposed an indicator for each dimension, an indicator which is seen as an instrument to measure the respective dimension. At this point of the conceptual framework, the indicators are pretty general. They will take a more specific form when the research instruments are defined.

**Table 14. Levels and dimensions of integration**

Level	Dimension	Indicators
0	Free movement	Reasonable limits for settling in the host country Reasonable limits for freedom of movement within the host country
	<i>Recognition and acceptance</i>	<i>Recognition and affirmation of immigrant rights</i> <i>Preoccupation with the observance of these rights</i> <i>Acceptance by the society</i>
1	Strategic planning	Friendly policies concerning immigrants, elaborated and applied Positive practices of the communities
	<i>Non-discrimination</i>	<i>Antidiscrimination policies, elaborated and applied</i>
	Language and education	Dedicated courses of Romanian language and culture Access to the public education system
	<i>Family reunification</i>	<i>Possibility to reunite the family on the territory of the host country</i>
2	Health	Access to health services (at least emergency services)
	<i>Welfare</i>	<i>Access to public schemes for mitigating poverty (social aid, social housing etc.)</i> <i>Access to family support public schemes</i>
	Labour	Free access or access within reasonable limits to the labour force market
	<i>Social support</i>	<i>Existence of private support networks</i>
3	Society and culture	Favourable public opinion Positive and frequent social and cultural interactions Possibility to preserve their own culture Possibility to participate in the actions of the communities
	<i>Civic involvement</i>	<i>Existence of immigrant organizations and networks</i> <i>Civic involvement of immigrants</i>
	Positive discrimination	Acceleration of integration through affirmative action programmes
4	<i>Citizenship and political integration</i>	<i>A coherent and reasonable procedure to obtain citizenship</i>

## NATIONAL LEGISLATION ON ALIENS’ RIGHTS

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International treaties and conventions cover especially human rights. Romanian legislation mentions the individual’s rights, or the rights of various categories of aliens with legal stay documents, or the rights of the citizen.

The fundamental law of the Romanian state includes in its provisions the fundamental rights of the person, irrespective of the citizen status or the form of residence. On the other hand, the legislation expressly refers to migrants, talking mainly about the categories of aliens benefiting from a form of legal stay, with different access to rights and public services, depending on their status. Thus, the beneficiaries of a form of protection have access to the same rights as Romanian citizens, with the exception of political rights or other rights specific to the quality of citizen. In addition, minors benefit from all the rights granted to minors who are Romanian citizens, once the age is determined.

There is also a series of special rights granted to immigrants, such as access to programmes of social, economic and cultural integration, training courses to enable their access to the mandatory education system, material assistance for livelihood etc. On the other hand, they are completely excluded from the range of political rights.

Few regulations refer to aliens, most references concerning the individual, while even fewer differentiate among various categories of aliens. The implementation of these regulations is the responsibility of public authorities and institutions.

As regards the authorities and institutions in charge with the implementation of legal provisions concerning aliens, these are more comprehensive than the General Inspectorate for Immigration, the Ministry of Administration and Internal Affairs and the Ministry of External Affairs, namely the authorities with attributions in this field. Considering that the integration of aliens involves access to all social fields, including health, education, labour, a wide range of institutions are in charge with ensuring the observance of migrants’ rights, in the their fields of competence. However, are these institutions aware of the services they need to provide to migrants? Is there a public agenda applicable to migrants and a public agenda applicable to citizens? Is migrants’ access to this agenda enabled, considering that they do not know the language and local customs?

Many of the rights stipulated by the special legislation in the field of migration are also stipulated by general laws concerning all persons. How are these regulations correlated by the institutions in charge with their implementation?



In the field of migration, the law stipulates expressly the involvement of nongovernmental organisations in the provision of services specific to the aliens' needs . Do these stipulations make up for the attributions of certain public institutions or do they complete these attributions?

In theory, the fundamental rights of migrants are acknowledged by the Romanian legislation. The problem is whether they are implemented in practice and which institutions have this responsibility, considering that the law is not always explicit about this matter. An important aspect to consider is the cooperation among other state institutions and the General Inspectorate for Immigration, as well as the exchange of data among public institutions.

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## LAWS REFERRING TO ALIENS AND THEIR STATUS IN ROMANIA

The **Constitution of Romania, amended and completed by the Law on Constitutional Review no. 429/2003**, is the fundamental law of the Romanian state, which regulates mainly the relationships between the governing institutions and the governed people, as well as the rights and obligations of Romanian citizens.

The Constitution also refers to aliens and stateless persons, in terms of protection of the individual and wealth, extradition only in conditions of reciprocity or based on international conventions, the right to use interpreters in justice and acquiring the right to property over land, in conditions of reciprocity.

Access to justice, the right to free expression, health protection, life and physical integrity, information, education, defence and private life, access to culture, as well as the right to protest are guaranteed to the person, irrespective of the quality of citizen. However, the right to vote and to be elected and the right to petition are guaranteed only to citizens, both at central and at local level.

The stipulations concerning aliens included in the **National Law of Education no. 1/2011** refer to the access to education of minors who are foreign citizens, to access to scholarships as per legal provisions, to the competition for teaching positions, which does not discriminate between Romanian and foreign citizens (art. 2 par. (6), art. 82 par. (5), art. 111, par. (1) and (2) and art. 294).

**Law no. 95/2006 on Healthcare Reform** stipulates that aliens and stateless persons with legal stay permits and who have payment evidence for state contributions benefit from health insurance. The aliens from accommodation centres, waiting for returning or expulsion, as well as those who are victims of human trafficking benefit from insurance without paying the contribution. Health insurance is optional for aliens and stateless persons who are temporarily in the country. The law refers to the monthly contribution of migrant workers to the health fund, by applying the 6.5% rate of the income received from the foreign employer. It is mentioned that the beneficiaries of a form of protection in Romania must pay the legal

contribution to benefit from the insurance, as soon as they receive the respective form of protection. In addition, aliens and stateless persons are expressly specified in terms of eligibility for volunteer health insurance services.

**Pension Law no. 263/2010, with the subsequent amendments and completions**, does not include special stipulations regarding aliens, mentioning only that both stateless persons and citizens from other states can be insured in the public pension system, during the period of residence or domicile in Romania or under the terms stipulated by the international legal instruments.

**Law no. 21/1991 on Citizenship, with the subsequent amendments and completions**, stipulates that in order to become a Romanian citizen upon request, it is necessary that the alien fulfil the following collective conditions: domicile in Romania for 8 years, respectively 5 years, if married to a Romanian citizen; be 18 years of age; prove loyalty to the Romanian state; be able to ensure means for a decent living; with no criminal convictions; speak Romanian and have basic knowledge of Romanian language and civilization; know the stipulations of the Constitution and the national anthem. In certain conditions provided by law, the stipulated terms can be reduced, including for the beneficiaries of the refugee status. It is debatable whether these conditions are excessive or not and whether they represent a disproportionate obstacle in the way of granting citizenship, especially considering their interpretable nature.

**Law no. 122/2006 regarding Asylum in Romania**, with the subsequent amendments and completions, regulates mainly the procedure for receiving a form of protection from the Romanian state. The types of protection that can be granted to aliens are the following: refugee status, subsidiary protection and temporary humanitarian protection. Each of these categories comes with certain rights and obligations. The persons with requests for protection under evaluation also have certain rights and obligations during the asylum procedure.

The essential rights granted to all these categories of persons, to a certain extent, are the following: right to medical assistance (emergency medical assistance for asylum seekers and for the beneficiaries of a form of temporary protection), the right to be employed on the labour market and the right to education. The law does not expressly mention which institution is in charge with ensuring access to these rights.

The beneficiaries of a form of protection also have the right to be part of a trade union, the right to education, social assistance and religion, access to the labour market in equal conditions with Romanian citizens. In the other cases, the beneficiaries of a form of protection benefit from the most favourable rights granted to aliens. The law also specifies the right to intellectual property and data protection, rights which are, in any case, stipulated by special laws, applying to any person, not only to Romanian citizens.

The right to family reunification for the beneficiaries of a form of protection is stipulated only for husband or wife and minor unmarried children.

From the viewpoint of protection of private life and individual's freedom to leave the country, considering the principle of treatment equality and the reasons for which a form of protection is granted, fingerprinting asylum seekers, subjecting minors without documents to medical examination and initiating the accelerated asylum procedure for the persons on the border and those presenting an asylum application which is "clearly unfounded" from the asylum law perspective are debatable matters.

It must be mentioned that, although before 2010, considering the principles underlying the provision of international protection, the refugee status and the subsidiary protection were granted for an undetermined period, after this date, the provision of the protection form was limited to 3 years for refugees and 2 years for the beneficiaries of subsidiary protection, with the possibility of extension.

**Decision no. 1251/2006 for the Approval of Methodological Norms for the Enforcement of Law no. 122/2006 regarding Asylum in Romania**

The stipulations of the decision regard the institutions in charge with implementing the asylum law, on the one hand, and interpret the concepts and situations underlying the provision of a form of protection, on the other hand.

The General Inspectorate for Immigration plays the main role in ensuring that the rights of asylum seekers and beneficiaries of a form of protection are observed, starting with the information provided to asylum seekers.

The responsibility for the creation of a methodology, textbooks and teaching materials required to train minor asylum seekers, in order to enrol them in the national education system, lies with the Ministry of Education and Research. The minors are enrolled in the preparatory course upon the request of the parent or legal guardian, at the offices of the school inspectorates.

The decision stipulates procedural aspects concerning the provision of a form of protection and the condition of beneficiary of the refugee status or of subsidiary protection and it specifies the terms related to the asylum granting procedure and the family reunification procedure.

**Emergency Ordinance no. 194/12.12.2002 on Aliens' Regime in Romania, with the subsequent amendments and completions**

The legal provisions on the aliens' regime refer more to the manner of obtaining a residence permit in Romania and to the related terminology.

The rights of aliens with legal stay documents are listed in the law. They benefit from protection of the individual and goods, according to the Constitution, and from all the other rights granted by the international treaties signed and ratified by Romania.

The Romanian state does not take upon the obligation to observe the rights of aliens without a residence permit, although the international treaties signed speak about human rights, rather than about the rights of the citizen, of the alien with a legal residence permit or the alien with residence in Romania. In addition, only the aliens with residence or domicile on the Romanian territory can benefit from social protection from the state, in the same conditions as the citizens.

Considering that their data are processed by the General Inspectorate for Immigration, aliens have the right to request the correction or elimination of certain data held by the authorities, data which no longer correspond to reality. Moreover, the aliens included in the education system have unrestricted access to school activities and training in the society.

Subject to the legislation, the Romanian state takes upon the obligation to ensure proper conditions for integration of the aliens with residence permit in the economic, social and cultural life of the country. In addition, the Romanian state has to ensure access to education. In view of integration, aliens can benefit from: classes of Romanian language, professional training courses, information on the integration opportunities and on their rights and obligations; courses of Romanian history, culture, civilization and law; meetings to promote mutual knowledge and understanding. However, these initiatives are not presented as obligations and it is not clear whether the Romanian state has the obligation to handle these matters through its institutions or they can be organized by NGOs or other nongovernmental partners, considering that the following paragraph speaks about the cooperation of the state institutions with nongovernmental organisations, in order to run the integration programmes. Aliens must be protected against discrimination within the activities developed by both public institutions and NGOs.

However, considering the participation in political life, this matter is specified under obligations of the aliens or better said under the interdictions which must be observed.

The Government reserves the competence to grant the right to stay to certain categories of aliens, to introduce or suspend short-term facilities.

The latest amendments of the law stipulate the right to mandatory education for the minors accompanying their parents in public custody centres, although this right is not new, considering that Romania ratified the Convention on the Rights of the Child, which does not make a distinction between the minors with the right to stay and those without the right to stay. Irrespective of the validity of the

residence permit, vulnerable persons have the right to medical care and treatment adequate to their situation.

Families in public custody have the right to be accommodated separately and to respect for their family privacy.

Victims of human trafficking also have the right to obtain a temporary residence permit. However, the rights attached to this permit are not clear.

Aliens in accommodation centres benefit from legal, medical and social assistance, information, freedom of expression and manifestation of their own specificity in terms of philosophy, religion and culture.

Once the law was modified in 2011, persons tolerated on the territory of the country, respectively persons who cannot be returned to the country of origin for objective reasons, were granted the right to work. However, tolerated persons do not have any other rights, such as the right to education, social services, housing. Asylum seekers are also included in the category of persons benefiting from the right to work, after undergoing the asylum procedure for one year. Another essential legislative amendment is granting the right to get a job in a field of study to aliens who came to Romania for studies.

Considering the matter of family reunification or removal of a parent of a minor Romanian citizen from the territory, the alien can stay on the territory only under certain circumstances, which refer mainly to the financial situation of the respective person. Thus, certain conditions are imposed in relation with the exercise the right to private life. Moreover, family reunification does not allow bringing in married minor children or of the partner in the absence of a marriage proof.

Though the right to leave the country of origin was stated at international level, entering another country without a residence permit, Romania in this case, results in penalization of the migrant by setting up the interdiction to re-enter Romania for a certain time interval and by detention of the migrant in a centre, in order to return the respective migrant to the country of origin.

If an alien is employed in the absence of a work permit, in which case the respective alien is probably subject to abuse and exploitation by the employer, the latter failing to observe the rights of the employee, the said employer is held accountable for the payment of any overdue remuneration owed to the illegally employed alien.

Although the Blue Card was introduced in order enable highly qualified persons to enter the country easily and get a job, the stay right of the Blue Card holders can be revoked at the moment when they request social services or if they do not acquire sufficient amounts for subsistence.

Generally, the law refers to aliens' obligations , rather than to their rights, depending on the purpose of their visit in Romania. The legal provisions make a clear distinction between the persons who came for work, seasonal work, studies, scientific activities, religious activities, family reunion or in order to receive international protection.

**Emergency Ordinance no. 56/20.06.2007 on the employment and employment-related relocation of aliens on the territory of Romania**, with the subsequent amendments and completions

According to the law, aliens can be employed on the Romanian territory, to the extent that the vacancies cannot be occupied by Romanian citizens and the employer performs all the formalities.

This regulation refers to the conditions that must be fulfilled and the limits within which the aliens' right to work can be exercised, but it does not refer to their rights once they are employed. The Ordinance focuses more on the obligations of the employers of aliens.

**Law no. 116/200 for Preventing and Combating Social Marginalization**, with the subsequent amendments and completions

Social marginalization is defined as the “peripheral social position of isolation of individuals or groups, with limited access to the economic, political, educational or communicational resources of the community” and it manifests as “the absence of a minimum amount of social life conditions”. The indicator showing the limit below which a person is considered to be marginalized or on the verge of social marginalization is the income level, which has to be lower than the guaranteed minimum income (the social aid); the other cases excluded from the payment of guaranteed minimum income due to the fact that they do not fulfil the procedure conditions (e.g. they cannot bring proof of residence or domicile at a certain address) are not included in the target group for the measures against social marginalization.

The fields envisaged by the law are labour, housing, health and education, while access to the facilities is made for specific age groups.

Thus, young people between the ages of 16 and 25 benefit from the measures for access to the labour market, through the county labour agencies. These institutions conclude insertion contracts with employers, in order to provide work for young people facing a marginalization risk. In return these employers receive benefits such as subsidies for the salaries paid to the respective young persons (up to 75% of the average gross salary/country) and subsequently, if the employer decides to conclude a labour agreement for undetermined period with the respective young person, the subsidy is 50% of the unemployment payment for a period of maximum 2 years, respectively until the respective person turns 25.

Access to housing is stipulated for young people under 35 and it consists either of the full subsidizing of the rent value for a period of 3 years by county councils, or of the full coverage of the advance payment, for real estate construction or purchase.

Moreover, access to health services is stipulated only for persons who benefit from the minimum guaranteed income, i.e. who are insured in the state system by paying the contribution from other sources. The articles regarding access to the health system summarize the corresponding stipulations of Law 95/2006 on the health reform, for this category of persons.

In order to enable access to education for the persons receiving the minimum guaranteed income, the following types of support are stipulated: schooling aids (for mandatory education), scholarships for continuation of studies (for pre-university and university education) and literacy scholarships (for adults participating in literacy programmes).

Despite its name, the law stipulates mitigation measures, rather than measures to prevent social marginalization. Access is restrictive; in many cases, persons who are vulnerable and socially marginalized do not have the possibility to benefit from the guaranteed minimum income, due to the lack of rental agreements and the impossibility to bring proof of residence at the declared address.

#### **Decision no. 1149/17.10.2002 for the approval of Methodological Norms for the enforcement of Law no. 116/2002 for Preventing and Mitigating Social Marginalization**

The Methodological Norms stipulate the categories of beneficiaries of the measures for mitigating social marginalization, i.e. certain persons with domicile or residence in Romania – Romanian citizens, aliens and stateless persons. Refugees and persons with subsidiary protection are mentioned separately, with the same rights.

Local authorities are in charge with the identification of cases at risk of social marginalization, a task fulfilled by the general directorates for social support and child protection.

#### **Housing Law no. 114/1996, with the subsequent amendments and completions**

The regulation stipulates the conditions of building dwellings, sale and lease of state fund dwellings and the facilities granted to certain categories of persons by local councils (subsidies for the construction or purchase of dwellings, as well as for renting social dwellings).

The law stipulates that Romanian natural persons or legal entities can build dwellings for their own use or for sale. It mentions the access criteria for subsidies for the purchase, construction and lease of dwellings, without specifying expressly whether aliens can benefit from these facilities.

Corroborating the stipulations of the housing law with the stipulations of the Constitution of Romania, it can be inferred that aliens from third countries and stateless persons cannot hold a property deed over the land and they can build dwellings and/or benefit from subsidies for the construction of dwellings only if the land is leased to them.

#### **Law no. 53/2003 Labour Code, with the subsequent amendments and completions**

The Labour Code regulates the work relations, the control over the enforcement of regulations in the field of work relations and labour jurisdiction.

The provisions of the Labour Code apply to aliens and stateless persons employed on the basis of an individual labour contract by a Romanian employer and to the persons who received a form of protection in Romania and who are employed on the territory of the country.

Aliens and stateless persons can be employed on the basis of the work permit or the residence permit for work purposes. The difference from the persons with a form of protection in Romania is that the latter do not need a work permit to get a job.

Other legal provisions refer to the consequences of illegal employment for employers – the obligation to pay overdue salaries to alien workers, at the level of the gross average income and of all the taxes and penalties owed to the state, had the alien worked legally.

Recent correlations between the provisions of the Labour Code and of EO no. 194/2002 on the status and regime of aliens in Romania should be noted, in terms of employing aliens without a work permit or a residence permit.

#### **Law no. 292/2011 on Social Work**

The regulation refers to the organization, functioning and financing of the social work system in Romania, i.e. the social services and benefits. Social benefits refer to the temporary financial aids meant to supplement the incomes of a person or family, in order to overcome a crisis situation.

The categories of persons with the right to benefit from social support include EU and EEA citizens, Swiss Confederation citizens, as well as aliens or stateless persons with domicile or residence in Romania.

The law on social work explicitly assigns responsibility for active involvement in solving social and financial difficulties and developing social integration to the person, while the role of the local authorities is only that of creating equal opportunities and, secondly, of providing social services to individuals or families in need. We notice that the vision of the role of local administration authorities in the integration of socially



marginalized persons is passive, the stimulation of interactions among members of the community and social participation come in second after the status of supplier of services and financial aid.

Without the intention to add more criticism to the social work law, we notice that, although recent, the text completely lacks correlations to other laws in the field of immigration, with reference to the social work system and the public suppliers of social services.

**Government Ordinance no. 44/2004 on social integration of aliens receiving a form of protection or a residence permit in Romania, as well as of citizens of the European Union and the Economic European Area, with the subsequent amendments and completions**

General notions are defined: categories of aliens benefitting from integration programs – aliens who received a form of protection in Romania and those who received a right of stay; social integration and integration programmes. Integration represents the active participation of the alien in the economic, social and cultural life of the society. The integration programme brings together the set of actions taken by local authorities and nongovernmental organizations, coordinated by the ORI (Romanian Immigration Office), in order to facilitate the integration of aliens.

The text lists the social rights and the fact that aliens with a form of protection in Romania have access to these rights – right to housing and a job; medical care, pensions and other social insurance rights; education – in the same conditions as Romanian citizens. The chapter on access to education stipulates the elaboration of a special methodology for certification of pre-university studies for the aliens with a form of protection, who do not have the adequate documentation.

As regards the integration programme, the persons who received a form of protection in Romania benefit free of charge of classes of Romanian language, cultural accommodation sessions and counselling for access to rights and services. Upon completion of Romanian language classes, aliens can receive certificates attesting the knowledge level, however without any value for enrolling in the education system.

The persons with a form of protection in Romania benefit from other advantages in comparison with the other categories of aliens: accommodation at the IGI centres, during the integration programmes if they cannot afford a place in the city and financial support for maximum 2 months for those without financial means, until they receive the reimbursable aid. Financial and reimbursable aids are not conditioned by participation in the integration programmes.

Central institutions with a role in the integration of aliens with a form of protection in Romania are the following: the National Employment Agency (through its local units), with the task to record the persons in

search for a job, to identify vacancies and mediate the relationship with employers; local councils – with the role of providing social housing to persons with a form of protection and of subsequently enabling them to integrate in the local community and monitoring them.

The ordinance mentions the vulnerable categories and the type of assistance they can receive from the National Refugee Office (currently IGI) – free accommodation at the centres, in parallel with sending them to the social assistance directorate and including them in the state service system.

The integration programme for aliens with a right to stay in Romania and for the citizens of EU and EEA member states is subject to a different chapter. They can benefit from free courses in Romania and upon graduation they receive participation certificates which, however, are not acknowledged by the education system, free cultural orientation and counselling sessions organized by the information and counselling offices of the territorial centres receiving asylum seekers.

The ordinance does not mention the conditions of access for aliens with a stay right in Romania and for those from EU and EEA member states to social rights; the only aspects referring to social integration are the components of the integration programme. The authorities do not take responsibility for integration or monitoring these categories of aliens.

**Government Decision no. 1483/2004 – Methodological Norms for the enforcement of G.O. no. 44/2004 on social integration of the aliens receiving a form of protection or a residence permit in Romania, as well as of the citizens of the European Union and the Economic European Area**

Access to social rights for persons receiving a form of protection in Romania is done on the basis of documents issued by the Romanian authorities and of a series of documents issued by the countries of origin. As regards access to a job, the Decision specifies the necessity to adjust the services provided by the local employment agencies to the needs of aliens with a form of protection – using interpreters, translation of certain materials for the qualification courses, organization of special professional training programmes, mediation of the relationship with employers.

Access to social housing is regulated separately, as the aliens with a form of protection in Romania can benefit from this right if they meet the criteria applicable to Romanian citizens.

Romanian language courses are provided free of charge to aliens and they are organized by school inspectorates, at locations belonging to territorial units of the National Refugee Office (currently IGI), or in schools. These services can be outsourced to other institutions or nongovernmental organizations. Cultural counselling and orientation are the responsibility of the personnel from the ONR territorial units.

The right to accommodation for persons with a form of protection in Romania is conditioned by their participation in the integration programmes and by the lack of subsistence means. Accommodation is provided in territorial centres, for a moderate rent. The persons who finalized the integration programme can benefit from housing from the state fund, provided they have the financial means to pay rent and utilities, or from rent subsidies.

The decision stipulates the monitoring of aliens with a form of protection from the local communities, by the employees of local authorities, in cooperation with the IGI employees.

Special cases are transmitted to specialized local authorities but they can receive free accommodation at the territorial centres, unless they are in need of caretakers. This category includes: victims of torture, persons with disabilities, single-parent families with minor children and the elderly.

Unaccompanied minors are sent to the directorates for child protection and are assisted in specialized centres. The decision mentions the adjustment of services provided to children to their cultural specificity, by training personnel and using interpreters.

For the other categories of aliens, Romanian language courses are organized free of charge, but the textbooks are purchased. The decision stipulates a yearly evaluation of Romanian language courses, by the Ministry of Education, for quality improvement.

Aliens with a form of protection in Romania are favoured in comparison with the other categories, benefitting from facilities and access to social rights, in the same conditions as Romanian citizens.

#### **Decision no. 498/2011 for the Approval of the National Strategy on Immigration for the period 2011 – 2014**

The national strategy on migration takes into consideration the new challenges resulted from Romania's accession to the Schengen space and the need to harmonize the migration, integration and asylum policies with the policies of the other partner states.

The difficulties faced by Romania in the field of migration are the following: lack of labour force in certain activity sectors; fluctuations of the labour force caused by the economic crisis; enhanced attractiveness as a transit state for illegal migration, aging population. An increase in the number of aliens arriving for employment and family reunification is forecast, as well as an increase in illegal immigration caused by the elimination of control on the internal borders of the Schengen member states. Two types of visas will be granted: general – valid for the Schengen space and national – for Romania.

The strategic objectives set for 2011 – 2014 envisage the following: 1) encouraging legal migration through the correct and efficient information of third country nationals, with the aid of diplomatic missions; facilities for foreign investors; facilities for aliens who studied in Romania; 2) combating illegal stay and work, by informing aliens on the risks associated with illegal migration and on the conditions for voluntary assisted returning; 3) improvement of the asylum system through unrestricted access to the asylum procedure and observance of the non-refoulement principle, as well as ensuring decent standards of subsistence for asylum seekers during the procedure; 4) identification of sustainable solutions for the persons in need of international protection by integrating aliens with a form of protection and continuation of the relocation programme; 5) integration of aliens with legal stay by harmonizing the policies in the fields related to integration, participation of aliens in integration programmes and creation of a public opinion favourable to immigration.

As regards the manner in which the Romanian state intends to implement the strategy, the document refers to the inter-institution cooperation, through annual action plans. Each institution with responsibilities in alien integration will have its own plan for the implementation of specific measures, in its field of expertise.

Notice that the National Strategy on Immigration does not include measures for the management of emigration although it recognizes the existence of a labour force deficit in certain sectors, as well as demographic modifications caused by the migration of labour force. The strategy is a reaction to the requirements of the European Union and Schengen Space concerning immigration – strengthening control on external borders, integration of aliens with legal stay, controlled policies of legal immigration, without including measures to manage the exodus of labour force and highly qualified Romanian workers.

#### **Decision no. 1045/2012 regarding the Approval of the 2012 Action Plan for the Implementation of the National Immigration Strategy for the Period 2011 – 2014**

The specific actions taken through the Action Plan, in relation to the general framework of the National Strategy, envisage the training of the MAE personnel in the field of migration, by adding these aspects to the study curriculum, elaboration of the draft bill stipulating the number of work permits that can be issued in 2013 and conclusion of bilateral agreements with third states for the exchange of labour force. In addition, the plan includes measures concerning unaccompanied minors, with the purpose of informing the latter on the rights and risks to which they are exposed by leaving their countries of origin and on the protection institutions, actions to generate awareness of the public opinion and to prevent trafficking in children, increasing the quality of services provided to foreign minors by child protection directorate staff in the areas of transit centres.

The measures in the field of inter-institution cooperation refer to the annual plan for combating illegal work (partnership between the General Inspectorate for Immigration and the Labour Inspection), trafficking in migrants and illegal migration (partnership between the General Inspectorate of Border Police and the General Inspectorate of Romanian Police and meetings with specialists in Bulgaria and Hungary).

In the field of asylum, the Decision specifies the quality control of the asylum procedure, adapting the application processing practices to vulnerable cases, training IGI personnel on the European Asylum Curriculum modules.

The activities contributing to the social integration of the aliens with the right to stay in Romania are relevant for the purpose of this analysis, therefore we will focus on two of the strategic objectives detailed in the annual plan: finding sustainable solutions for the persons with a form of protection in Romania and social integration of aliens with legal stay.

One of the specific objectives under the umbrella of the strategic objective of **identification of sustainable solutions for persons in need of international protection** is related to the integration of aliens with a form of protection in Romania and it envisages the improvement of integration programmes –Romanian language courses and cultural orientation, access to education, professional training and labour market. In this case, according to the action plan, the responsibility for evaluation and quality improvement of the integration programmes is taken upon by the General Inspectorate for Immigration, without the participation of the other institutions in charge. Another observation is that although the integration of aliens with a form of protection in Romania and that of the other categories are treated separately in the Annual Action Plan, there is only one regulation on social integration for all categories of aliens (G.O. 44/2004).

Fulfilling the objective of **social integration of aliens with legal stay in Romania** means including aspects of integration in all policies in the envisaged fields (health, education, work, social services, housing etc.) and initiating dialogue between the civil society, authorities and communities of migrants.

It should be noted that for the activities envisaging the monitoring of results for integration policies, by setting up a series of relevant indicators per fields and improvement of data collection systems, emphasis is set on training activities and increasing occupancy, activities performed by the ANOFM (National Employment Agency), through its territorial units. No specific activities are stipulated for the other areas of integration.

The measures taken for the integration of aliens with legal stay in Romania focus on access to the labour market, to the disadvantage of education and other problematic fields. The immigrants envisaged were especially aliens with legal stay for work.

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#### „VISION OF INTEGRATION”: ASPECTS AND HYPOTHESES

After having reviewed the Romanian policies and legislation and having seen the relevant actors, we can go back to the previously defined dimensions of integration and formulate the first answers and hypotheses concerning the Romanian situation.

For each of the previously defined indicators, we formulated one or several work hypotheses and we determined the main sources for verification. The result is summarized in Table 6.

Table 15. Hypotheses and data sources regarding the integration of immigrants in Romania

Level	Dimension	Indicators	Hypotheses	Sources
0	Free movement	Reasonable limits for settling in the host country  Reasonable limits for freedom of movement within the host country	The limits imposed by law are reasonable as compared to the other European states.  Practically, no systematic abuses are recorded.	Document analysis (legislation, policy documents, previous studies)  Interviews: immigrants, relevant actors
	<i>Recognition and acceptance</i>	<i>Recognition and statement of immigrant rights</i>  <i>Preoccupation with the observance of these rights</i>  <i>Acceptance by the society</i>	<i>The rights are legally recognised</i>  <i>State: there is a strategy, an action plan and visible preoccupation with observing the rights</i>  <i>Society: Tolerance (declared and/or perceived) towards immigrants</i>	<i>Document analysis</i>  <i>Interviews: immigrants, relevant actors</i>  <i>Survey</i>
1	Strategic planning	Friendly policies concerning immigrants, elaborated and applied  Positive practices of local communities	Passive public policies, without implemented action plans  No such practices were identified	Document analysis  Interviews: all the actors
	<i>Non-discrimination</i>	<i>Antidiscrimination policies, elaborated and applied</i>	<i>Public policies, elaborated and applied</i>	<i>Document analysis</i>  <i>Interviews: public actors</i>
	Language and education	Dedicated courses of Romanian language and culture  Access to the public education system	Free courses of Romanian language and culture, which are difficult to access  Difficult access to education, in practice	Document analysis  Interviews with immigrants and relevant actors

	<i>Family reunification</i>	<i>Possibility to reunite the family on the territory of the host country</i>	<p><i>With some restrictions concerning the documents, the law allows the family reunification.</i></p> <p><i>Certain practices contradict the stated rights.</i></p>	<i>Interviews with immigrants and relevant actors</i>
2	Health	Access to health services (at least emergency services)	Free emergency medical services.	<p>Document analysis</p> <p>Interviews with immigrants</p>
	<i>Welfare</i>	<p><i>Access to public schemes for fighting poverty (social aid, social housing etc.)</i></p> <p><i>Access to family support public schemes</i></p>	<i>Access without additional restrictions to all the social support public schemes</i>	<p><i>Interviews: responsible public actors</i></p> <p><i>Interviews with immigrants</i></p>
	Labour	Free access or access within reasonable limits to the labour force market	<p>Access to the labour force market is conditioned by several permits granted in restrictive conditions.</p> <p>There is discrimination on employment.</p>	Interviews: relevant actors, immigrants
	<i>Social support</i>	<i>Existence of private support networks</i>	<p><i>A sufficiently high number of non-governmental organisations involved in the field</i></p> <p><i>Insufficient donations from the Romanian taxpayers to these organisations</i></p>	<i>NGO interviews</i>
3	Society and culture	<p>Favourable public opinion</p> <p>Positive and frequent social and cultural interactions</p>	<p>The public opinion is favourable to immigrants, but the latter have limited interactions with Romanians.</p> <p>Immigrants have a real possibility to</p>	<p>Survey</p> <p>Interviews with immigrants</p> <p>Content analysis of the way how the media</p>



		<p>Possibility to preserve their own culture</p> <p>Possibility to participate in the actions of communities</p>	<p>preserve their own culture.</p>	<p>present the phenomenon</p>
	<i>Civic involvement</i>	<p><i>Existence of immigrant organizations and networks</i></p> <p><i>Civic involvement of the immigrants</i></p>	<p><i>There are organizations and/or networks of immigrants</i></p> <p><i>Immigrants have a low civic involvement</i></p>	<p><i>Interviews with immigrants</i></p>
	Affirmative action	<p>Acceleration of integration through affirmative action programmes</p>	<p>There are positive discrimination programmes for certain categories of immigrants.</p>	<p>Document analysis</p> <p>Interviews: all the actors</p>
4	Citizenship and political integration	<p>A coherent and reasonable procedure to obtain citizenship</p>	<p>The path to obtaining citizenship is long and difficult</p>	<p>Document analysis</p> <p>Interviews with immigrants</p>

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### THE BAROMETER MEASURES THE “IMMIGRATION PRACTICE”

At this point of the document, it is already obvious that the **BAROMETER OF IMMIGRANT INTEGRATION, WHICH WE DEFINED AS AN INSTRUMENT FOR THE RESEARCH INTO THE IMMIGRANT INCLUSION IN THE SOCIETY, IS INDISSOLUBLY CONNECTED TO THE “IMMIGRATION PRACTICE”**.

When we talk about inclusion, legislation statements are also important, but what is truly essential is what happens in practice, either concerning the practice of institutions in charge, or the attitude of the population. For example, the law in force says that the public education system is open to immigrants' children. This is not sufficient to actually talk about inclusion, a few other essential elements are necessary: the institutions in charge must apply the law consistently; school and teachers must be tolerant and actively use adequate integration methods; parents and the other students must accept and support young immigrants. If any of these aspects does not *actually* take place, integration does not happen.

A few of the dimensions proposed have a mainly if not entirely legislative component. The dimensions in question are those referring to the statement of certain rights. In this case, the hypothesis formulated will become the answer, being derived directly from the current legislation. For the other aspects, following the indicators requires the collection of additional data from several sources (indicated roughly in table 2).

**The main anticipated difficulty is the complexity of the phenomenon.** As built, the picture of dimensions/indicators/hypotheses covers a very wide range and it involves a significant amount of documentation, data collection, analysis and synthesis. However, at the same time, the project has limited resources, both in terms of time and financial resources (number of researchers who can be involved). There are also practical constraints because the methods which can be used are already defined in the project. However, we intended to have a complete picture, at least at conceptual level, for the Barometer to represent a valid reference framework. We also took into account the fact that the research will be resumed annually in the project, which will allow a more thorough analysis of certain aspects. In order to cope with the anticipated difficulty, the research team took a series of major decisions:

- Besides the methods already defined in the project, the secondary analysis of data from other studies, researches, reports and articles will be used intensively. Somehow this is an implicit requirement of the project, with a component of monitoring the literature in the field.
- For each component in turn, evaluation will be general, using the synthesis of information and without going into specific detail. Following the example mentioned above, we will not achieve an

evaluation of the Ministry of Education as an institution and much less the evaluation of certain county inspectorates or schools. Such institutional evaluations exceed by far the boundaries of this project. Our purpose is to highlight current practices and to identify trends, since we are talking about a Barometer after all. If necessary our recommendations will refer to the need for additional, more thorough researches, in one field or another.

- In order to reach as many actors as possible (in the context in which the project does not include resources for travelling), we will use more interview methods: face to face, by email or telephone.

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## INFORMATION SOURCES

All these previously highlighted elements enable us to clearly structure data sources in this research, sources which can be divided into three categories:

- Reports, studies, researches and previous articles of public institutions, nongovernmental organisations or universities and associated researchers. They are capitalized through secondary analysis.
- The legislative framework and public policy documents analysed directly.
- New data obtained by the research team in this project and processed by primary analysis.

A schematic presentation of these sources together with the main subjects in focus is available in Table 3 on page 23.

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## METHODS

In order to capitalize these sources efficiently we will use a complex set of research methods, summarized in Table 4 on page 31.

We prefer **independent sources** for the selection of immigrants, i.e. recommendations of persons or nongovernmental organisations, who know immigrants and can help us meet them. It would have been easier to make a selection based on references from public institutions, but in this case, problems concerning the perception of respondents would have occurred. They could have linked the researcher to the authority of the respective institution, which would have enhanced the desirable response effect.

For the **selection of institutional actors**, we made a list of relevant institutions and organisations, based on the analysis of relevant legislation. The actors selected from this list will be the ones who can give the best information, in order to provide a response for the hypotheses.

Concerning the **matter of the survey**, it was proven that it is not practically possible to oversample the persons who came in direct contact with the immigrants or who live in areas with a high rate of

immigration, because there are not sufficient statistic data for generating an adequate sample pool. Under these circumstances, we will use a standard probability sample.

The annexes present in detail the instruments used.

## ANNEXES

### LIST OF INSTITUTIONAL ACTORS

Public institution	Contacts
Directorate for the Implementation of Programmes for Small and Medium Enterprises	Bucharest, 11 Poterași St., sector 4 Tel: +40 21 335 28 20 Fax: +40 21 336 18 43 Email: <a href="mailto:publicinfo@mimmc.ro">publicinfo@mimmc.ro</a> <a href="http://www.aippimm.ro">http://www.aippimm.ro</a>
National Employment Agency (ANOFM.)	Bucharest, 20-22 Avalanșei St., sector 4, 040305 <a href="http://www.anofm.ro">http://www.anofm.ro</a> ; The contact data for the county agencies are available at: <a href="http://www.anofm.ro/contacteaza-ne">http://www.anofm.ro/contacteaza-ne</a>
National Agency for Trafficking in Persons	Bucharest, 37 Unirii Blvd., building A4, sector 3 Tel: +40 21 313 31 00; +40 21 311 89 82 Fax: +40 21 319 01 83 Email: <a href="mailto:anitp@mai.gov.ro">anitp@mai.gov.ro</a> <a href="http://anitp.mai.gov.ro/ro/">http://anitp.mai.gov.ro/ro/</a>
Romanian Association for Consumers' Protection (APC)	Bucharest, 32-34 Nicolae Balcescu Blvd., 4 <sup>th</sup> floor, apt. 16(4), code 010055; Tel: +40 21 311 02 43 Fax: +40 21 315 71 49 Email: <a href="mailto:office@apc-romania.ro">office@apc-romania.ro</a> <a href="http://www.apc-romania.ro">http://www.apc-romania.ro</a>
Directorate for Child Protection	Bucharest, 7 G-ral Gheorghe Magheru Blvd., sector 1, postal code 010322; Tel: +40 21 315 36 33; +40 21 315 36 30, +40 21 310 07 89, +40 21 310 07 90 Fax: 021-312.74.74 Email: <a href="mailto:office@anpfdc.ro">office@anpfdc.ro</a> <a href="http://www.copii.ro">www.copii.ro</a>
National Health Insurance House (CNAS)	Bucharest, 248 Calea Călărașilor, Building S19, Sector 3, 030634; Green line.: 0800.800.950; <a href="http://www.cnas.ro">www.cnas.ro</a>
Romanian Centre for the Promotion of Trade and Foreign Investments (CRPCIS)	Bucharest, 17 Apolodor St., sector 5 Tel: +40 21 318 50 50 Fax: +40 21 311 14 91 Email: <a href="mailto:office@traderom.ro">office@traderom.ro</a> <a href="http://www.arisinvest.ro">www.arisinvest.ro</a>
National Centre for the Recognition and Validation of Diplomas	Bucharest, 12 Spiru Haret, sector 1, 010176 Tel: +40 21 405 63 22 Fax: +40 21 313 10 13

	<a href="http://www.cnred.edu.ro">www.cnred.edu.ro</a>
National Council for Adult Vocational Training (CNFPA)	Bucharest, 1-3 Valter Mărcăneanu Square, entrance B, 2 <sup>nd</sup> floor, room 164-166, Sector 1, 010155 Direct phone line: +40 21 315 78 46, Phone via operator :+40 31 805 37 13, +40 31 410 05 46, press 3 Fax: +40 21 315 78 55 Email: cnfpa@cnfpa.ro <a href="http://www.cnfpa.ro">www.cnfpa.ro</a>
National Council for Combating Discrimination (CNCD)	Bucharest, 1-3 Valter Mărcăneanu Square, sector 1, 010155 Tel: +40 21 312 65 78; +40 21 312 65 79 Fax: +40 21 312 65 85 Email: support @ cncd.org.ro <a href="http://www.cncd.org.ro">http://www.cncd.org.ro</a>
School Inspectorate	The list of county school inspectorates may be found at: <a href="http://www.edu.ro/index.php/articles/c255/">http://www.edu.ro/index.php/articles/c255/</a>
Ombudsman	Bucharest, 3 Eugeniu Carada St., sector 3 Tel: +40 21 312 94 76; +40 21 312 94 62 Fax: +40 21 312 49 21 Email: avp@avp.ro <a href="http://www.avp.ro">http://www.avp.ro</a>
City Hall	List of city halls: <a href="http://www.primaria.ro/index2.html">http://www.primaria.ro/index2.html</a>
Ministry of Internal Affairs	Bucharest, 1 A Revoluției Square, sector 1, MAI operator telephone: +40 21 303 70 80 Hearings: +40 21 315 86 16 Public relations: +40 21 314 10 50 Email: petitii@mai.gov.ro <a href="http://www.mai.gov.ro/contact.htm">http://www.mai.gov.ro/contact.htm</a>
Ministry of External Affairs (MAE)	Bucharest, 31 Aleea Alexandru, Sector 1, code 011822 Tel.: +40 21 319 21 08; +4021 319 21 25 Fax: +40 21 319 68 62 Email: opinia_ta@mae.ro <a href="http://www.mae.ro">http://www.mae.ro</a>
Ministry of Education and Research	Bucharest, 28-30 Gen. Berthelot St., Sector 1, 010168 Operator telephone: +40 21 405 62 00; +40 21 405 63 00 public@min.edu.ro <a href="http://www.edu.ro">http://www.edu.ro</a>
Ministry of Public Finances	Bucharest, 17 Apolodor St., sector 5, code 050741 Operator telephone: +40 21 319 97 59; +40 21 226 11 10; +40 21 226 10 00 General fax: +40 21 312 25 09 Email: publicinfo@mfinante.ro <a href="http://www.mfinante.ro">http://www.mfinante.ro</a>
Ministry of Labour	Bucharest, 2-4 Dem. I. Dobrescu St., sector 1 Operator telephone: +40 21 313 62 67, +40 21 315 85 56 Email: presa@mmuncii.ro <a href="http://www.mmuncii.ro">http://www.mmuncii.ro</a>
Ministry of Health	Bucharest, 1-3 Intr. Cristian Popișteanu, sector 1, code 010024 Operator telephone: +4 021 3072 500; +4 021 3072 600 <a href="http://www.ms.ro">http://www.ms.ro</a>
General Inspectorate for Immigration	The list of territorial offices and the contact data thereof: <a href="http://ori.mai.gov.ro/formatiuni_teritoriale/index/ro/ro">http://ori.mai.gov.ro/formatiuni_teritoriale/index/ro/ro</a>
National Authority on	3 Smârdan Street, sector 3, Bucharest, ZIP Code 030071 (public access is made

Citizenship	through Blănari Street, vis-à-vis from the Sf. Nicolae Șelari church). Tel: +4021/201.93.55 <a href="mailto:cetatenie@just.ro">cetatenie@just.ro</a> <a href="http://cetatenie.just.ro/contact/">http://cetatenie.just.ro/contact/</a>
Romanian Patriarchy	The list of social centres within the Romanian Patriarchy may be found at: <a href="http://www.patriarhia.ro/ro/opera_social_filantropica/centre_sociale.html">http://www.patriarhia.ro/ro/opera_social_filantropica/centre_sociale.html</a>
Border Police	Bucharest, 5 Răzoare St., sector 6, code 050506 Tel.: +40 21 316 25 98; +40 21 318 25 98 Emergency telephone: 021.9590 Fax: +40 21 312 11 89 Email: <a href="mailto:pfr@igpf.ro">pfr@igpf.ro</a> <a href="http://www.politiadefrontiera.ro">www.politiadefrontiera.ro</a>
County Councils/General Directorates for Social Work and Child Protection	<a href="http://www.ecomunitate.ro/Liste_Consilii_Judetene(8089).html">http://www.ecomunitate.ro/Liste_Consilii_Judetene(8089).html</a>
National House of Public Pensions	Str. Latina nr. 8, Sector 2, Bucharest Telephone: 021/316.94.08; 08 00 826 727 <a href="http://www.cnpas.org">www.cnpas.org</a>
Regional Centres for Accommodation and Procedures for Asylum Seekers in Bucharest, Timișoara, Galați, Rădăuți, Maramureș, Giurgiu	<a href="http://ori.mai.gov.ro">http://ori.mai.gov.ro</a>
<b>International organization</b>	<b>Contacts</b>
World Bank	Bucharest, 2-4 Armand Călinescu St., sector 2 Tel: +40 21 201 03 65 Fax: +40 21 318 28 10 <a href="http://web.worldbank.org">http://web.worldbank.org</a>
British Council Romania	Bucharest, 14 Calea Dorobanților, 010572 Tel: +40 21 307 96 00 Fax: +40 21 307 96 01, +40 21 307 96 02 Email: <a href="mailto:contact@britishcouncil.ro">contact@britishcouncil.ro</a> <a href="http://www.britishcouncil.ro">www.britishcouncil.ro</a>
The United Nations Population Fund Romania (U.N.F.P.A.)	Bucharest, 48A Primăverii Blvd., sector 1, 011975 Tel.: +40 21 201 78 30 Fax: +40 21 201 78 40 Email: <a href="mailto:office@unfpa.ro">office@unfpa.ro</a> <a href="http://www.unfpa.ro">www.unfpa.ro</a>
The United Nations High Commissioner for Refugees (U.N.H.C.R.)	Bucharest, 48A Primăverii Blvd., sector 1 Tel: +40 21 201 78 73 Fax: +40 21 210 15 94 <a href="http://www.unhcr-budapest.org/romania">http://www.unhcr-budapest.org/romania</a>
International Organization for Migration	Bucharest, 89 Dacia Blvd., sector 1 Tel: +40 21 211 56 67; +40 21 211 45 65 Fax: +40 21 211 44 54 Email: <a href="mailto:iombucarest@iom.int">iombucarest@iom.int</a> <a href="http://www.iom.int">http://www.iom.int</a>
European Commission –	Bucharest, 31 Vasile Lascăr St., 020492

Romanian office	<p>Tel.: +40 21 203 54 00  Fax: +40 21 316 88 08  Email: <a href="mailto:comm-rep-ro@ec.europa.eu">comm-rep-ro@ec.europa.eu</a>  <a href="http://ec.europa.eu/romania/">http://ec.europa.eu/romania/</a></p>
The Jesuit Refugee Service in Romania (J.R.S. Romania)	<p>Bucharest, 54 Mr. Opreș Ilie St., sector 4, postal code 041378  Tel: +40 21 332 24 57; +40 31 102 14 32; +40 37 293 63 46  Fax: +40 21 332 53 61  Email: <a href="mailto:jrsromania@gmail.com">jrsromania@gmail.com</a>; <a href="mailto:Romania@jrs.net">Romania@jrs.net</a>  <a href="http://www.jrsromania.org">http://www.jrsromania.org</a></p>
The United Nations Development Programme (U.N.D.P.)	<p>Bucharest, 48A Primăverii Blvd., 011975  Tel.: +40 21 201 78 72 76  Fax: +40 21 201 78 28  Email: <a href="mailto:registry.ro@undp.org">registry.ro@undp.org</a>  <a href="http://www.undp.ro">http://www.undp.ro</a></p>
<b>Nongovernmental organization</b>	<b>Contacts</b>
Cultura Păcii Association	<p>Bucharest, 8 Fabricii St., building 25/ IV, entrance A, apt. 57, 11<sup>th</sup> floor, interphone 57, sector 6,  Tel.: +40 21 771 67 86; +40 771 118 460; +40 721 496 468;  Email: <a href="mailto:office@imigrant.ro">office@imigrant.ro</a>  <a href="http://www.imigrant.ro">www.imigrant.ro</a></p>
DiversEtica Association	<p>Bucharest, 10 Alea Banul Udrea, sector 3, 031279  Tel./ fax: +40 31 424 70 44  Email: <a href="mailto:secretariat@diversetica.ro">secretariat@diversetica.ro</a></p>
Ecumenical Association of Churches in Romania (AIDRom)	<p>Bucharest, 12 Halmeu St., S2, 02118  Tel: +40 21 210 46 87, +40 21 210 07 98, +40 21 212 48 68  Fax: +40 21 210 72 55  Email: <a href="mailto:aidrom@gmail.com">aidrom@gmail.com</a>  <a href="http://www.aidrom.ro">www.aidrom.ro</a></p>
National Association of Human Resources Specialists (AUR-A.N.S.R.U.)	<p>Bucharest, 4 Rosetti Square, 3<sup>rd</sup> floor, rooms 307-310, sector 2  Tel./ fax: +40 21 314 44 04  Cell phone: +40 722 77 84 84; +40 723 32 60 84  Email: <a href="mailto:org.aur@gmail.com">org.aur@gmail.com</a>  <a href="http://www.resurseumane-aur.ro">www.resurseumane-aur.ro</a></p>
Association for the Defence of the Rights of Stateless Persons and Refugees APADAR	<p>Bucharest, 11 Batiștei, St., sector 2  Tel: +40 21 310 73 32  Fax: +40 21 310 73 32  Email: <a href="mailto:apadarene@yahoo.com">apadarene@yahoo.com</a>  <a href="http://www.apadar.ro">www.apadar.ro</a></p>
Association for the Defence of Rights and Social Integration (ADIS)	<p>Bucharest, 47 Banul Nicolae St., sector 2  Tel.: +40 727 529 687; +40 742 317 720  Fax: +40 31 436 47 45  Email: <a href="mailto:office@asociatia-adis.ro">office@asociatia-adis.ro</a>  <a href="http://www.asociatia-adis.ro">www.asociatia-adis.ro</a></p>
Association for Organizational Development ADO SAH ROM	<p>Bucharest, 284 Calea Mosilor, building 22A, entrance 2, 8<sup>th</sup> floor, apt. 47, CP 020894  Tel: + 40 21 210 20 44  Tel./ Fax: + 40 21 210 71 60  Email: <a href="mailto:adosahrom@starnets.ro">adosahrom@starnets.ro</a>  <a href="http://www.adosahrom.ro">www.adosahrom.ro</a>  <a href="http://www.reper.ro">www.reper.ro</a></p>
ARCA – Romanian Forum	<p>Bucharest, 23 Austrului St., sector 2, 024071</p>

for Refugees and Migrants	Tel: +40 21 252 73 57 Fax: +40 21 252 08 15 Email: <a href="mailto:office@arca.org.ro">office@arca.org.ro</a> <a href="http://www.arca.org.ro">www.arca.org.ro</a>
Turkish Businesspeople Association (TIAD)	Bucharest, 7 Ritmului St., Sector 2 Tel: +40 21 250 45 93 Fax: +40 21 250 67 46 Email: <a href="mailto:tiad@tiad.ro">tiad@tiad.ro</a> <a href="http://www.tiad.ro">http://www.tiad.ro</a>
Romanian Association for Health Promotion (ARPS)	6 Arh. Gheorghe Sterian St., sector 2, 021978, Bucharest Tel: +40 21 321 50 54 Fax: +40 21 321 08 90 Email: <a href="mailto:office@arps.ro">office@arps.ro</a> <a href="http://www.arps.ro">www.arps.ro</a>
Caritas Romania	Bucharest, 38 Washington St., sector 1, 011976 Tel.: +40 21 230 40 13 Fax: +40 21 231 29 00 <a href="http://www.caritas.org.ro">www.caritas.org.ro</a>
Timișoara Intecultural Institute	8 Bd. 16 Decembrie 1989 , 300173 Timișoara, Romania Tel/fax: + 40256 498457 E-mail: <a href="mailto:iit@intercultural.ro">iit@intercultural.ro</a> <a href="http://www.intercultural.ro">www.intercultural.ro</a>
Romanian National Council for Refugees (CNRR)	Bucharest, 42 Mântuleasa St., 3 <sup>rd</sup> floor, apartment 10, sector 2 Tel./ fax: +40 21 312 62 10; +40 31 405 02 75 Email: <a href="mailto:office@cnrr.ro">office@cnrr.ro</a> <a href="http://www.cnrr.ro">www.cnrr.ro</a>
Soros Romania Foundation	Bucharest, 33 Căderea Bastiliei St., sector 1, code 010613 Tel: +40 21 212 11 01 Fax: +40 21 212 10 32 Email: <a href="mailto:info@soros.ro">info@soros.ro</a> <a href="http://www.soros.ro">www.soros.ro</a>
Taiba Foundation	Bucharest, 373 Colentina; Constanța, 11 Maior Sofran St. Tel. Bucharest: +40 722 246 330 Email: <a href="mailto:office@islamulazi.ro">office@islamulazi.ro</a> <a href="http://www.islamulazi.ro">www.islamulazi.ro</a>
The Youth for Youth Foundation	Youth for Youth Office, Bucharest 29A Icoanei St., sector 2, code 20452 Tel./ Fax: +40 21 212 03 63 Email: <a href="mailto:office@y4y.ro">office@y4y.ro</a> <a href="http://www.y4y.ro">www.y4y.ro</a>
Islamic and Cultural League in Romania	Bucharest, 14 Fabrica de Gheață St., sector 2 Tel: +40 21 241 13 18 Fax: +40 21 241 15 78; +40 21 241 13 32 Email: <a href="mailto:islam@lig.ro">islam@lig.ro</a> <a href="http://www.islam.ro">www.islam.ro</a>
Refugee Women's Organisation in Romania (OFRR)	28-30 Povernei St., 1 <sup>st</sup> floor, apt. 3, Bucharest, sector 1 Tel: +40 21 344 16 00 Email: <a href="mailto:ofrr2000@yahoo.com">ofrr2000@yahoo.com</a> <a href="http://www.migrant.ro/ofrr">www.migrant.ro/ofrr</a>
Save the Children Romania	Bucharest, 3 Intr. Stefan Furtună, sector 1, 01089 Tel: +40 21 316 61 76 Fax: +40 21 312 44 86



	Email: <a href="mailto:rosc@salvaticopiii.ro">rosc@salvaticopiii.ro</a> <a href="http://www.salvaticopiii.ro">www.salvaticopiii.ro</a>
APEL Service	Bucharest, 73 Regina Elisabeta Blvd., entrance 1, 1 <sup>st</sup> floor, apt. 2, interphone 02, Sector 5, 050016 Tel.: +40 21 311 61 42; +40 730 457 944 Email: <a href="mailto:office.b@apelngo.ro">office.b@apelngo.ro</a> <a href="http://www.apelngo.ro">www.apelngo.ro</a>
Red Cross	Bucharest, 29 Biserica Amzei St., sector 1 Tel.: +40 21 317 60 06/ 317 05 59 Email of the secretariat: <a href="mailto:iulia.sandu@crucearosie.ro">iulia.sandu@crucearosie.ro</a> <a href="http://www.crucearosie.ro">www.crucearosie.ro</a>
ICAR Foundation	Bucharest, 70 Bd. Unirii, bl. J5, sector 3 Tel: +40 21 321 22 21 Fax: +40 21 327 54 74 <a href="mailto:icar@icarfoundation.ro">icar@icarfoundation.ro</a> <a href="http://www.icarfoundation.ro">www.icarfoundation.ro</a>

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## INSTRUMENTS

*Note:* The questionnaire for the survey and the guides for semi-structured interviews are attached hereto. The database is available upon request.

## ANNEX B. METHODOLOGICAL RESEARCH REPORT

### B 1. THE QUALITATIVE COMPONENT

In the case of the qualitative research, we aimed to pinpoint the following:

- the way how the Romanian state regulates the migration phenomenon in Romania and the way how immigrants' rights are affirmed by the European and international legal instruments;
- the connection between migration reasons, the experience gathered during the stay in Romania and future plans of some of the people who chose to come to Romania for shorter or longer periods of time;
- integration practices and the operating of public/non-governmental or intra-governmental organizations, paying special attention to the only affirmative policy of the Romanian state dedicated to foreign citizens.

## Methods used

In order to have access to all this information, we used:

- document review (strategies and national, European and international legislation; documents on the institutions' and organizations' sites; information requests issued<sup>23</sup>);
- semi-structured interviews with individuals, third-country nationals; with representatives of non-governmental and intergovernmental organizations and of public institutions.

The review of documents was conducted according to a framework established based on the research hypotheses.

The semi-structured interview is the best way to collect the data we needed for this research. This method allows access to information, the interview offering the subject the possibility to speak freely and to express their opinions, without being contradicted by the interviewer. This sort of interview allows a relationship based on confidence and respect, which makes the interviewee share delicate aspects of her/his life (see in the ANNEX the interview guides used for each category of interviewees and the information requests sent).

### Selection:

In case of the review of national documents, we chose only those legal acts pertaining to migration and the related fields regarding aliens' integration in Romania. For the review of International documents, only the most important legal instruments pertaining to human rights were taken into consideration.

Central and local public institutions selected to participate in the research were identified based on the preliminary analysis of legislation on migration and integration of immigrants and the legal provisions in related areas, such as housing, health, welfare, prevention of social marginalization, labor, citizenship etc. We selected central authorities with attributions in integration whose role was outlined by the General Inspectorate for Immigration in the specific legislation on integration and by the National Strategy for Immigration for 2011 – 2014. Other institutions subordinated to the ones mentioned above were also selected, which have practical attributions related to access to rights, already perceived as having a key position in previous researches.

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<sup>23</sup> The information requests were sent to institutions which were more reluctant to participate in interviews and to those in other counties – some targeted institutions are located in other cities/counties with a high number of immigrants (Bucharest, Timișoara, Iași, Constanța, Ilfov), selected according to the statistics of the General Inspectorate for Immigration.

The governmental organizations were selected for conducting interviews and documentation starting from the list in the "Study on Immigration in Romania. Integration of aliens in Romanian society"<sup>24</sup>. We chose active organizations which provide support and assistance to immigrants, being also financed by the Integration Fund administered by the General Inspectorate for Immigration. Intergovernmental organizations were also added to the list.

Third-country nationals whom we interviewed were selected based on the following criteria: intention to settle in Romania and the length of stay in Romania. We attempted to sample subjects for interviews by two methods. We first contacted NGOs who counsel immigrants, trying to get in touch with cultural mediators of immigrants communities in Romania. Unfortunately, we were not successful. However, the second method proved successful. Each of the team members was directly involved in finding possible subjects through their own social networks. We used the following selection criteria: duration of stay in Romania and intention to settle here. These were considered the most relevant aspects for studying the integration progress of an immigrant.

## Results

We conducted the analysis of the legal framework through which the Romanian state regulates the management of the migration phenomenon in Romania and the way how immigrants' rights are supported by European and international legal instruments.

We reviewed the documents on the websites of all institutions and organization selected. We also added official statistics of public institutions, activity reports, policy documents, presentation of the institution/organization etc.

We conducted 15 interviews with third country nationals between February 15 – April 15 2013.

We also sent 20 information requests to public institutions included in the qualitative research report on institutions and 6 invitations to participate in interviews to organizations of third country nationals. In addition we also conducted 8 interviews with NGO representatives, 2 with representatives of intergovernmental organizations and 5 interviews with representatives of public institutions who agreed to be interviewed, in addition to the information request.

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<sup>24</sup> "A Study of the Immigration Phenomenon in Romania. Integration of Aliens in the Romanian Society." (coord. I. Alexe, B. Păunescu, Soros Foundation Romania, Bucharest: 2011)

## Annexes: interview guidelines and information requests

### *a). Semi-structured interview guidelines – immigrants to Romania*

<b>Introduction and warm-up</b>	<p>Introducing the foundation and the interviewer, explaining the reason for the interview, introducing the interviewee in the atmosphere of an interview, describing the topics briefly, the “rules of conversation” are discussed and the role of the recording equipment. Requesting agreement for recording the discussion.</p> <p>The interviewee is reminded that the data will be used only for review and the privacy of personal information is ensured.</p>
<b>The ante-immigration situation in the country of origin</b>	<ul style="list-style-type: none"> <li>• Short description of the country of origin</li> <li>• Occupational and professional status (including the educational level) in the country of origin prior to leaving</li> <li>• Relationship with family, friends, neighbors, school/work mates, authorities etc. before leaving</li> <li>• Form of residency in the country of origin</li> <li>• Financial situation: income in the country of origin</li> <li>• Perceptions, likes/dislikes regarding his/her situation in the country of origin (from various points of view: profession, health, family, education etc.)</li> </ul>
<b>Decision to immigrate</b>	<p>Why did he decide to leave his country of origin:</p> <ul style="list-style-type: none"> <li>• motivation (personal, political, religious etc.)</li> <li>• criteria when choosing the country/countries of destination</li> <li>• decision taken individually/by family/by a group of friends etc.</li> <li>• permanent/temporary departure</li> <li>• individual/mediated leave (agencies, friends, relatives, acquaintances etc.)</li> <li>• how many languages he/she knew</li> <li>• when he/she decided to leave</li> </ul> <p>Choice of destination:</p> <ul style="list-style-type: none"> <li>• what he/she knew about Romania</li> <li>• how he/she decided to come to Romania</li> <li>• did he/she have acquaintances/relatives/friends in Romania when he/she came</li> </ul> <p>How s/he prepared for leaving and what were the costs:</p> <ul style="list-style-type: none"> <li>• what material resources he/she used</li> <li>• what kind of papers he/she used for leaving</li> <li>• who helped him/her, if he/she left with/to someone known, were these people at the destination or in the country of origin at the time of leaving</li> <li>• what problems did he/she face when leaving – on the road, when exiting or entering from/in the countries, with papers, money</li> </ul>
<b>Migration before Romania</b>	<ul style="list-style-type: none"> <li>• Was Romania the desired destination?</li> <li>• What was the first country of destination?</li> <li>• What countries did he transit?</li> <li>• Does he want to get to another country of destination?</li> </ul>
<b>The situation in Romania</b>	<ul style="list-style-type: none"> <li>• Perception of place of origin, what changes did he notice in Romania with respect to his/her country of origin?</li> <li>• What plans did he/she have regarding the country of origin, how they changed – returning to the country of origin, housing etc?</li> <li>• How long has he/she been in Romania</li> <li>• Occupational and professional status (including level of education) held in Romania</li> </ul>

	<ul style="list-style-type: none"> <li>• Type of permit held (study, work, long stay etc.)</li> <li>• Relationship with family, friends, neighbors, work/school mates, authorities etc.</li> <li>• He/She has come with other family members</li> <li>• Intends to bring other members of his family eventually</li> <li>• Financial situation: income level;</li> <li>• Perceptions, likes/dislikes regarding the situation in Romania (from various points of view: profession, health, family, education etc.)</li> </ul> <p>Language:</p> <ul style="list-style-type: none"> <li>• does he/she know Romanian</li> <li>• what other languages does he/she know</li> <li>• how did he/she learn Romanian, did he/she attend Romanian classes, does he/she consider them useful</li> <li>• who helped him/her</li> </ul> <p>Housing:</p> <ul style="list-style-type: none"> <li>• where he/she lived for the first time, how he/she found that house, who did he/she share it with, was it in an area where lots of foreigners stayed</li> <li>• how many people live in his household, what sort of relations does he/she have with them</li> <li>• the place is rented/personal/boarding room etc.</li> <li>• is he/she content with the living conditions</li> </ul> <p>Studies:</p> <ul style="list-style-type: none"> <li>• how would he/she define the Romanian educational system</li> <li>• what is the study language</li> <li>• what is the attitude of the colleagues and teachers</li> <li>• plans to come back to the country of origin after finishing studies</li> </ul> <p>Work:</p> <ul style="list-style-type: none"> <li>• what is his/her current professional status</li> <li>• where and how did he/she find his first job, in what field</li> <li>• has worked/ works with Romanians, co-nationals, other nationalities</li> <li>• how did he/she work – did he have a job permit, residency</li> <li>• does/doesn't he/she own a work permit</li> <li>• how satisfied is he/she of working conditions and payment</li> <li>• what other positions did he/she have, how did he/she find them, why did he/she change them <ul style="list-style-type: none"> <li>• the employer is Romanian/foreign</li> <li>• did he/she have problems with his/her employer</li> <li>• did he/she go to any authorities when he/she had problems with his employer</li> <li>• is he/she satisfied with his/her professional status</li> <li>• did he/she help another foreigner get a job</li> </ul> </li> </ul>
<b>Integration in Romania</b>	<p>Service access:</p> <ul style="list-style-type: none"> <li>• what types of services did he/she need since coming to Romania</li> <li>• how did he/she access them, was he/she helped by someone</li> <li>• was it an easy/difficult experience</li> <li>• what are the most important services for him/her in Romania</li> <li>• did he need medical care since coming to Romania</li> <li>• does he have a family physician, how did he/she apply, who helped him/her, how often does he/she go to his/her family physician</li> <li>• did he/she need urgent medical care, was he/she hospitalized</li> <li>• what does he/she consider to be the most important services for foreigners</li> </ul>

	<p>Institution interaction:</p> <ul style="list-style-type: none"> <li>• what are the institutions he/she dealt with since coming to Romania till now</li> <li>• which are the most important for the better integration of aliens</li> <li>• how would he/she describe the activity of the General Inspectorate for Immigration, the Ministry of Education and Research, the Ministry of Labor etc.</li> <li>• does he/she know NGOs which offer guidance/counseling of aliens, how would he/she describe their activity</li> </ul> <p>Rights:</p> <ul style="list-style-type: none"> <li>• what are the rights he/she knows he/she has in Romania</li> <li>• what are the sources of information regarding his/her rights</li> <li>• respected/broken rights (who breaks them, who respects them)</li> <li>• what course of action did he/she take to ask for his/her rights</li> <li>• who does he/she go to ask for support regarding the observance of his/her rights</li> </ul> <p>Access to citizenship:</p> <ul style="list-style-type: none"> <li>• he/she intends to initiate/has initiated the procedures to obtain citizenship</li> <li>• why does he/she want to obtain Romanian citizenship</li> <li>• how does he/she feel about the procedure for obtaining Romanian citizenship</li> <li>• are there intermediaries who help him/her obtain Romanian citizenship</li> <li>• how long has he/she been trying to obtain Romanian citizenship</li> </ul> <p>Problems faced:</p> <ul style="list-style-type: none"> <li>• what is the greatest difficulty he/she had to face in Romania</li> <li>• who does he turn to in case of need</li> <li>• ....</li> </ul> <p>Discrimination:</p> <ul style="list-style-type: none"> <li>• how is Romanian society regarding foreigners</li> <li>• does he/she feel discriminated by colleagues, employer/teachers, neighbors, authorities etc.</li> <li>• how tolerant is the Romanian society as compared to the society in his/her native country</li> <li>• did he/she witness discrimination situations since he/she has been living in Romania</li> <li>• what measures did he take if discriminated</li> <li>• etc.</li> </ul> <p>Free time</p> <ul style="list-style-type: none"> <li>• does he/she spend his free time with Romanians/foreigners</li> <li>• what language does he/she speak with his friends/family</li> <li>• how many school/work mates does he/she have</li> <li>• how many friends does he/she have</li> <li>• how many would he/she call to ask for help in an emergency situation</li> </ul> <p>Connection with his/her country of origin:</p> <ul style="list-style-type: none"> <li>• is he/she part of an association which represents his/her native country</li> <li>• does he/she have relatives/friends left in the country</li> <li>• how often does he/she communicate with relatives, friends from his/her native country</li> <li>• how does he/she communicate (telephone, email, Skype, letters, packages etc.)</li> <li>• the last time he/she was in his/her native country</li> </ul>
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	<ul style="list-style-type: none"> <li>• does he/she intend to visit his/her native country soon</li> <li>• how often does he/she speak his/her native language in Romania</li> <li>• does he/she stay informed about the situation in his/her native country</li> <li>• what sources of information does he/she use</li> </ul> <p>Future plans</p> <ul style="list-style-type: none"> <li>• he/she intends to settle in Romania/ to go to her native country for good/ to leave for another country</li> </ul> <p>Perceptions, likes/dislikes regarding the political, economic, social situation in Romania.</p> <ul style="list-style-type: none"> <li>• How would he/she describe a normal day since living in Romania?</li> </ul>
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#### ***b). Interview guidelines for immigrant organizations***

**Between** August 2012 – July 2013, the SOROS Foundation and the Romanian Association for Health Promotion are conducting the project “Research and Documentation Centre for Immigrant Integration”. Within this project the Soros Foundation develops new research tools by which they conduct a study – **The Immigrant Integration Barometer**. This is dedicated to the immigrant integration field and will be the basis for new policies of the Romanian State in order to successfully integrate immigrants in the Romanian society. These integration policies are intended to better respond to the needs and issues faced by immigrants in Romania.

We would like you to help us gather as diverse and complete information as possible about the immigrant situation in today’s Romania, information which will be part (with the source remaining anonymous) of the study **The Immigrant Integration Barometer**.

We need your assistance and would like to ask you to kindly answer a few questions related to the activity of your association.

1. When was the association founded?
2. What is the mission/goal of the association?
3. Who are the beneficiaries of the organization?
4. What are the activities you are conducting at present?
5. What are the main problems faced by the persons you help through the activities run by your organization?

6. What were the main services required by them? How many foreign citizens benefited from the services of the organization in 2012?
7. Do you consider you should get involved in the Romanian society? If yes, how? Could you give an example of such activities?
8. What do you think the Romanian state can improve (implicitly the General Inspectorate for Immigrations) when it comes to immigrant integration policies?
9. What concrete suggestions do you have for solving issues faced by immigrants in Romania?
10. With what type of institutions/organizations do you collaborate? Do you have any examples?
11. What are your organization's financial resources?
12. Does your native country support in some way the activities of the organization?

***c). Interview guidelines for intergovernmental organizations which activate in the field of migration and integration***

***Introduction***

*The research is conducted within a project run in partnership with the Soros Foundation Romania, "Research and Information Centre on Immigrant Integration", funded by the General program: "Solidarity and Management of Migration Flows", the Integration European Fund for Third-Country Nationals – The 2012 Annual Program.*

*The research has three components: the study of the population's perception regarding immigrants; the study of the opinion of authorities and other organizations involved in immigrant integration and aliens' perception of their own integration process.*

*This interview aims to collect and analyze your opinions regarding the impact of the current legislation on migration and immigrant integration, the current situation regarding the implementation of legal provisions in the integration field, the practices of the organization you represent in relation with immigrants, suggestions for improving their access to services.*

**A. GENERAL ASPECTS**

1. What are your attributions in the institution/organization you represent?
2. What is the activity field and what role does the institution have in immigrant integration?



3. Does the organization you represent offer services/assistance to aliens? For what categories of aliens? What kind of services do you provide?

## **B. GENERAL DISCUSSION ON IMMIGRATION AND IMMIGRANTS**

1. Why do you think immigrants choose to leave their country of origin? Why do you think they come to Romania? What does the term *immigrant* mean to you? And *alien*? *Refugee*?
2. What influence do you think immigrants who live in Romania have on the progress of our country? Please explain.

## **C. IMMIGRATION PUBLIC POLICIES**

In 2011 the Romanian State drafted the second National Strategy for 4 years in the immigration field. Its main aims are to promote legal immigration and the social integration of aliens. Besides the strategy, there are laws which regulate the integration of aliens in Romania and the role of local authorities and other public institutions in this process.

1. How do you think these policies influenced the immigrants' situation in Romania? What were the best policies?
2. What were the consequences of Romania joining the EU on the immigrants' situation? Please explain.
3. What should be the changes to public policies regarding the integration of foreign citizens? Please explain.

## **D. INTEGRATION AND INSTITUTIONS WITH WHICH IMMIGRANTS INTERACT**

1. What were the most important measures taken at central level over the last 10 years regarding immigrants in Romania?
2. According to you, what are the main problems faced by aliens when they want to access the services offered by your institution? What solutions do you suggest to improve the immigrants' access to these services?
3. What are the difficulties faced by your organization's staff in their relationship with foreign citizens? What solutions do you suggest for solving these issues?
4. Do you know the organizations involved in the support of immigrant integration? Please name a few.

5. How do you assess the involvement to date of the General Inspectorate for Immigration regarding immigrant integration? How do you see this institution getting involved in the future?
6. What is your opinion of the involvement of other institutions and NGOs in immigrant integration? How do you see the future involvement of these institutions?
7. Why do you think some aliens integrate more easily than others?
8. Does your organization have a web page? In what languages is the information available? How frequently is the information updated?
9. Do you think the information offered by your institution to immigrants is clear and adequate enough? How would you improve the information immigrants receive?

#### **E. THE PERCEPTION OF POPULATION ON IMMIGRANTS**

1. In general what do you think is the people's opinion on immigrants? Please explain.
2. In your opinion, what are the necessary measures to improve immigrants' image in Romania? Please explain.

#### **H. FINAL ASPECTS**

1. Can you recommend three measures/public policies to increase the integration level of immigrants? What about measures/policies to increase the quality of services for immigrants?

#### ***d). Interview guidelines for the General Inspectorate for Immigration***

1. How many aliens reside legally in Romania according to the most recent statistics you have? What is the purpose of their stay here?
2. How many cases of legalizing aliens' stay (who came to Romania illegally) did you register in 2012? What were the situations of the immigrants for whom the stay was legalized?
3. How many aliens moved their residence to other cities than Bucharest in 2012?
4. What is the procedure for changing residence for immigrants?
5. How does IGI collaborate with the embassies of immigrants' countries of origin? Are there collaboration protocols to this effect?

6. How are immigrants being informed about the rights they have in Romania?
7. Is there any monitoring and assessment in place for the way how Romanian state institutions observe immigrants' rights?
8. What is IGI's role in improving the immigrants' access to rights and public services?
9. What are IGI's priorities regarding the relationship with other public institutions involved in immigrant integration? How do you think the contribution of these institutions can be improved?
10. What are the public institutions with which you collaborate best at present? Why do you work better with them?
11. Are the immigrants' data transmitted between institutions?
12. How many immigrants are registered in the Governmental Integration Program?
13. How many were registered and how many completed the integration program in 2012?
14. How is the impact of activities assessed in the integration program?
15. Was there any monitoring in place for the implementation of the action plan for 2012 regarding the implementation of the national strategy on immigration?
16. When will the national plan for the implementation of the strategy on immigration for 2013 be approved and what are its priorities?
17. Have you foreseen actions to fight discrimination of immigrants in 2013?
18. Did you perform such actions in 2012?
19. How many discrimination cases do you know, in which immigrants were involved in 2012?
20. Is there any collaboration in place between IGI and the National Council for Combating Discrimination?
21. Did you receive any complaints from immigrants who felt discriminated last year? How many and what were the reasons for discrimination?
22. Did you receive complaints from third parties regarding cases of immigrant discrimination?
23. What is the collaboration between IGI and CNAS?

24. What were the results of the first assessment of the activities conducted to improve access to healthcare, which, according to the action plan for the implementation of the National Strategy on Immigration, should have been available in December 2012?
25. TCNs who enroll in the integration program go through an assessment procedure of the needs in the IGI Integration department. Is there any procedure in place which refers the urgent cases to obtain services and social benefits between the IGI Integration Department and the district DGASMBs/DGASPCs?
26. What is the special assistance given to TCN unaccompanied minors? What are the organizations and institutions with which IGI cooperates now and how would you describe this relationship?
27. What is the role of local social services in immigrant integration?
28. What do you think could be improved in the activity of social work services to offer efficient support in case of vulnerable immigrants?
29. How would you describe the TCN's access to housing?
30. Based on the information you have, how many TCNs received social housing since the enforcement of GEO 44/2004 on integration? Why do you think they benefited/didn't benefit?
31. How many people receiving some form of protection in Romania benefit at present from housing in IGI Centers? How many are vulnerable cases?
32. Do you think the procedures to be fulfilled by foreign citizens and their employers in order to hire them are reasonable?
33. What were the results of the first assessment of activities conducted to improve access on the labor market which, according to the action plan for the implementation of the National Strategy on Immigration, should have been available in December 2012?
34. How many information campaigns did you conduct regarding undeclared work and illegal stay? What was the message you sent?
35. What does your collaboration with ANOFM consist of? And with ITM?
36. How many work permits were released last year? For what activity fields?
37. What are the fields in which you noticed a labor force deficit following the IGI analysis?
38. What are the concrete activities used to encourage occupancy among immigrants?

39. What are/were the efforts made to improve communication between IGI and alien communities?
40. Do the officers in charge with interviewing asylum seekers in IGI receive cultural awareness training?
41. How many foreign languages do these officers know?
42. Do you use interpreters during those interviews?
43. What happens in case there are no interpreters to ensure translation into the language spoken by the asylum seeker?
44. What are actions taken to encourage the civic participation of aliens?
45. What are the categories of aliens who benefit from affirmative measures and what do those measures consist of?
46. Does IGI collaborate with ANC? If so, how and under what circumstances?

***e). Interview guidelines – Bucharest School Inspectorate***

Between August 2012 – July 2013, **The Soros Foundation** and the **Romanian Association for Health Promotion** are conducting the project „**Research and Information Centre on Immigrant Integration**”. The project is financed within the program „**Solidarity and Management of Migratory Flows**” of the European Commission and is coordinated by the **General Inspectorate for Immigration** of the **Ministry of Internal Affairs**.

Within this project the Soros Foundation develops new research tools by which they conduct a study – **The Immigrant Integration Barometer**. The study will be the basis for recommendations to improve policies for immigrants’ integration in the Romanian society.

We are interested to gather information about the situation of foreign citizens (minors and adults) and the access they have to the Romanian educational system, so as to conduct the aforementioned study. We need your collaboration, so we would like to ask you to kindly answer a few questions.

According to the legislation, minors from non-EU countries, who benefit from some sort of protection or who legally stay in Romania, have access to public education and can get scholarships. The County School Inspectorate selects the schools which organize preparatory Romanian language classes.

Adult foreign citizens who benefit from some sort of protection or have a legal right to stay in Romania also have access to Romanian language and culture classes.

1. How many schools have been selected in the past 12 months?
2. Which are these schools?
3. What is the number of pupils who has benefited from these courses in the past 12 months?
4. How many applications have been registered in the past 3 years in the public school system?
5. How many applications have been registered for Romanian language and culture for adults in the past 3 years?
6. Do the teachers who teach these classes have any special training (to ensure a good interaction with foreign citizens)?
7. Where can someone find information about these courses: registration conditions, period, schools which offer these classes?
8. Do you collaborate with other institutions? How would you describe your collaboration with them?

#### *f). Interview Guidelines – The Ministry of National Education*

Between August 2012 – July 2013, **The Soros Foundation** and the **Romanian Association for Health Promotion** are conducting the project „**Research and Information Centre on Immigrant Integration**”. The project is financed within the program „**Solidarity and Management of Migratory Flows**” of the European Commission and is coordinated by the **General Inspectorate for Immigration** of the **Ministry of Internal Affairs**.

Within this project the Soros Foundation develops new research tools by which they conduct a study – **The Immigrant Integration Barometer**. The study will be the basis for recommendations to improve policies for immigrants’ integration in the Romanian society.

We are interested to collect more information about the situation of foreign citizens (minors and adults) and the access they have to the Romanian educational system, so as to conduct the aforementioned study. We need your collaboration, so please kindly answer a few questions.

1. How many applications for minors from Non-EU countries, who have some form of protection or who legally stay in Romania, have been registered in the past 3 years?
2. How are studies obtained in the countries of origin validated, in the case of minors enrolled in the Romanian educational system?
3. How many requests for withdrawal from the public education system have been registered in the past 3 years for minors from non-EU countries?
4. How many cases of abandonment have been registered in the past 3 years?
5. Have any scholarships been offered to foreign pupils in the past 3 years? If so, how many foreign pupils benefited from these scholarships? What's the total value of these scholarships?
6. Is there a written record, per counties, of the number of foreign minors (who have some form of protection or who stay here legally) who benefit from Romanian language classes?
7. Do teachers who teach these classes benefit from special training? (to ensure a better interaction with foreign citizens)?
8. What is the number of scholarships given to students from non-EU countries, who came to study in Romania over the last 3 years? What is the total value of these scholarships?
9. Is there a record, per counties, of the number of foreign students who benefited from preparatory Romanian language classes, over the last 3 years,?
10. WHERE IS THE INFORMATION REGARDING THE ENROLMENT IN THESE CLASSES POSTED?
11. How does MEN collaborate with other institutions with attributions in the immigrant integration field: IGI, ANOFM, CNAS, etc.? But with NGOs, international organizations interested in this field?
12. What is the current stage of the Ministry of National Education's involvement in the implementation of *The Action Plan* for the implementation of the *National Strategy Regarding on for 2011-2014*?

**g). Interview guidelines – The National Council for Combating Discrimination**

Between August 2012 – July 2013, **The Soros Foundation** and the **Romanian Association for Health Promotion** are conducting the project „**Research and Information Centre on Immigrant Integration**”.

Within this project, the Soros Foundation is conducting a series of interviews with representatives of institutions and organizations involved in the integration process. The reason of these interviews is to contribute to the study **The Barometer of Immigrant Integration**. The study will be the basis for new policy proposals for managing immigrants' integration in the Romanian society.

These integration policies are meant to better respond to the needs and problems immigrants face in Romania.

We thus request your support to gather as diverse and complete information as possible about the current situation of immigrants in Romania, on which the Barometer of Immigrant Integration study will be based.

**We assure you that the information will be used only for study purposes.**

- 1) Did you conduct projects or information campaigns aimed to prevent immigrant discrimination in Romania in the past 3 years?
- 2) How many complaints did you receive from immigrants last year regarding discrimination?
- 3) Were there cases when CNCD self-notified in order to penalize discrimination against immigrants?
- 4) Do aliens often request CNCD specialized support services?
- 5) Are the cases of discrimination against immigrants centralized? Were such cases monitored?
- 6) Do you consider that the legislation on aliens which gives priority to Romanian citizens upon employment is discriminatory?
- 7) Is there collaboration between CNCD and IGI? If so, could you tell us what it consists of?
- 8) Is there collaboration between CNCD and ANOFM? What does it consist of?
- 9) But a collaboration between CNCD and MEN or the Bucharest School Inspectorate?

***h). Information Request for MEN, International Relations General Direction***

Registration number:.....

**To:** The Ministry of National Education – International Relations General Direction

**For the attention of:** Name, General Manager

Between August 2012 – July 2013, **The Soros Foundation** and the **Romanian Association for Health Promotion** are conducting the project „**Research and Information Centre on Immigrant Integration**”. The project is financed within the program „**Solidarity and Management of Migratory Flows**” of the European Commission and is coordinated by the **General Inspectorate for Immigration** of the **Ministry of Internal Affairs**.



Within this project the Soros Foundation develops new research tools by which they conduct a study – **The Immigrant Integration Barometer**. The study will be the basis for recommendations to improve policies for immigrants' integration in the Romanian society.

We are interested to gather information about the situation of foreign citizens (adults) and their access to the Romanian educational system, in order to conduct the aforementioned study. We need your collaboration, so please kindly answer a few questions:

1. What is the number of scholarships given to non-EU students, who came to study in Romania in the last 3 years? What is the total value of these scholarships?
2. Is there a record per county of the number of foreign students who benefited from Romanian language classes over the last 3 years?
3. How does the International Relations General Direction collaborate with other institutions with attributions in the immigrant integration field: IGI, ANOFM, etc.? But with NGOs, international organizations operating in this field?
4. Are there any dedicated policies for students who are foreign citizens, regarding their integration in Romanian society, during or after finalizing their studies?

Would you please kindly send us the required information in electronic format at: ..... or via fax at .....

We thank you beforehand for your kind support,

Yours respectfully,

.....

***i). MEN Information Request, Scholarship General Direction***

Registration number:.....

#### **INFORMATION REQUEST**

**Ministry of National Education**

28-30, Gen. Berthelot Street

District 1, 010168, Bucharest

**Dear Sir/Madam,**

I hereby make a request, according to Law 544/2001 regarding the free access to information of public interest. I would like to receive copies of the following documents:

1. When was the Romanian governmental program initiated for granting scholarships in Romania (university level) to citizens of Romanian origin from the Republic of Moldova?
2. When was the Romanian governmental program initiated for granting scholarships in Romania (high school level) to citizens of Romanian origin from the Republic of Moldova ?
3. What is the number of scholarships in contest (university and high school levels, without payment of tuition fees and school fees, but with grants) each year, since the beginning of this program?
4. What is the number of students admitted for these scholarships (university and high school levels, without payment of tuition fees and school fees, but with grants) each year, since the beginning of this program?
5. What is the number of places that remained unoccupied (university and high school levels, without payment of tuition fees and school fees, but with grants) after the admission exam each year, since the beginning of this program?
6. What is the number of students (without payment of tuition fees and school fees, but with grants) who have benefited from these facilities up to now (2013)?
7. How many of the students registered each year (since the beginning of this program) have got a degree?
8. What is the number of pupils who have benefited from these facilities up to now? (2013)
9. How many of the pupils registered each year (since the beginning of this program) have got a baccalaureate diploma?
10. How many of the pupils who benefited from the scholarship program have enrolled in Romanian universities?
11. Which are the criteria for setting the number of places/scholarships granted annually by the government through the Ministry of National Education for citizens of Romanian origin from the Republic of Moldova (for high school and university level)?

12. What is the institution that establishes the number of places/scholarships granted to citizens of Romanian origin from the Republic of Moldova?

13. What is the number of Moldovan students admitted in Romania who declined the scholarship offered by the Romanian state from the very beginning?

14. Any other relevant document about the program of scholarships granted by the Romanian government (Ministry of National Education) to citizens of Romanian origin from the Republic of Moldova.

I would like the information requested to be provided in electronic format at the following e-mail address (optionally): .....

I agree to pay the taxes for copying the documents requested.

Thank you for your promptness,

.....

*j). Request for information DGASPC, CAS*

Registration number...

**To:** (Name of institution)...

Address ...

Tel. ...

Fax...

**For the attention of (Name and position) ...**

#### **REQUEST FOR INFORMATION OF PUBLIC INTEREST**

The Romanian Association for Health Promotion and the Soros Foundation conducts, between August 2012 and July 2013, a survey regarding immigrants, within the project „**Research and Information Centre on Immigrant Integration**”.

This research implies the collection of a series of data from representatives of institutions and organisations involved in the immigrants’ integration process. The aim is to contribute to the **Barometer of Immigrants’ Integration** – an annual survey based on which we will recommend and propose measures to improve integration policies and legislation, to ensure that they respond better to the needs and problems faced by immigrants in Romania.

In order to collect information as various and comprehensive as possible about the situation of immigrants in your own expertise field, which is relevant for research, would you please answer the questions in the questionnaire below.

The data we intend to collect refer to information of public interest, according to Law 544/2001.

1. How many immigrants have benefited from the services offered by your institution in 2012?
2. What kind of data does your institution collect about the immigrants who have benefited from these services?
3. Is there any monitoring in place of the immigrants registered in your institution's records?
4. What is the legal basis you refer to regarding immigrants?
5. What is your institution's role in the integration of immigrants?
6. Over the last ten years the Romanian state has enforced a series of laws and measures meant to facilitate immigrants' integration in society. What efforts has your institution made to adapt to these regulations?
7. What practices has your institution adopted so as to adapt to the relationship with foreign citizens?
8. How do you promote your services among immigrants?
9. What are the difficulties currently faced by immigrants in accessing the services you offer?
10. Who signalled you these difficulties?
11. What measures has your institution taken to solve these situations?
12. What are the institutions involved in immigrants' integration with which you have cooperated so far?
13. What budget did your institution allocate in 2012 for the relationship with immigrants?

We thank you for kindly answering our questions.

The support of the institution you represent is very important for the success of this research.

We assure you that the information given will be used only for research purposes.

For further details, please contact us by phone... or e-mail...

**k). ANOFM Information request**

Registration number .....

To the attention of: name, position

To: National Agency for Workforce Occupation

**Dear Sir/Madam,**

Between August 2012 and July 2013, the Soros Foundation and the Romanian Association for Health Promotion undertake the project „Research and Documentation Centre for Immigrant Integration”. Within this project, the Soros Foundation is doing a series of interviews with representatives of institutions and organizations involved in the integration process. The aim of these interviews is to contribute to the survey entitled **The Barometer of Immigrants’ Integration**. This survey will underlie the new proposals of policies regarding immigrants’ integration in the Romanian society. These integration policies are aimed to better meet the needs and problems faced by immigrants in Romania.

In this respect we ask for your support to collect information, as various and comprehensive as possible, about the immigrants’ situation in today’s Romania, information on the basis of which we are going to undertake the survey The Barometer of Immigrants’ Integration. **We assure you that the information will be used only for study purposes.**

We are interested in finding as much information as possible on foreign citizens (minor or adults), their access to the Romanian labor market and integration therein, with a view to performing the above mentioned survey.

We need your cooperation and we thank you in advance for your answers to the following questions:

According to the *2012 Action Plan for the implementation of the Strategy on immigration for 2011-2014*, ANOFM, together with MMFPS, is responsible for the implementation of activities:

- 5.2 – increasing the level of participation of aliens who stay legally in Romania in the specific activities to facilitate their integration in Romanian society;

and

- 5.3.4. – monitoring the results of integration policies, by establishing a set of indicators in all the relevant fields, collection and interpretation of resulting data.

Information about the achievement stage of these activities was to be issued in January 2013, in an assessment report.

1. What are the assessment results of these two activities?
2. What categories of aliens did you assist in 2012, through your territorial agencies?
3. How many of them benefited from information and counseling services?
4. How many of them benefited from vocational or qualification courses?
5. How many young aliens benefited from ANOFM services, according to the law for prevention and control of social marginalization?
6. How many aliens were employed in 2012, due to the ANOFM services?
7. What were the difficulties met in the relationship with aliens reported by the territorial agencies in 2012?
8. How many immigrants did you advise in the last 12 months in order to solve the labour litigations in which they were involved?
9. To what extent was attracting qualified workforce taken into account when you estimated the number of work permits to be issued in 2013? What were the fields of activity considered by ANOFM in this line?
10. What are the deficient fields in Romania for which foreign workforce is required?
11. With what institutions does ANOFM collaborate in managing situations regarding foreign citizens?

Thank you for kindly answering our questions.

The support of the institution you represent is very important for the success of our research.

We assure you that the information given will be used only for study purposes.

For further details, please contact us by phone ... or e-mail ...

Registration number .....

**Dear Mayor.....,**

Between August 2012 and July 2013, **the Soros Foundation and the Romanian Association for Health Promotion undertake the project entitled „Research and Documentation Center for Immigrants Integration”. The project is financed within the program „Solidarity and management of migratory flows” of the European Commission, and is coordinated by the General Inspectorate for Immigration” of the Ministry of Internal Affairs.**

Within this project, the **Soros Foundation** makes use of new research tools for the survey Barometer of immigrants’ integration. This survey is dedicated to immigrants’ integration and will be the basis of the recommendations for new immigrant integration policies in the Romanian society.

With the support of the **General Inspectorate for Immigration**, we found out that a significant number of immigrants are present in your city. We are interested in finding out more about their situation in order to perform the above mentioned survey. We need your cooperation and would like you to kindly answer a few questions about the immigrants’ situation.

1. What is the number of immigrants in your town?
2. Is there a person responsible for the immigrants’ problem at the town hall? If there is, would you please give us his/her contact details, in case we need more information.
3. Is there a local program for immigrants’ social integration? If there is, would you please give us a short description or send us any informative materials you have about it.
4. Are there aliens in your town who have been given a form of protection and whom you are monitoring (under OG 44/2004 and HG 1483/2004)? If there are, how many cases?
5. In the last 12 months, how many requests for assistance or help have you received from immigrants?
6. What are the main requests for assistance and help?
7. In the last 12 months, has your institution offered social services and benefits to immigrants? If it has, in how many cases?
8. Are there cases in your town in which immigrants were given social housing? If there are, how many?
9. What are the concrete mechanisms that ensure the involvement and consultation of citizens in your district regarding the decisions of interest for the local community?
10. Please add any other information you deem important in this respect.

Would you please send us the information we asked for in electronic format to the address: ..... or by fax .....

Thank you so much for your help,

.....

Registration number .....

**Honorable President,**

Between August 2012 and July 2013, **the Soros Foundation and the Romanian Association for Health Promotion undertake the program entitled „Research and Documentation Centre for Immigrants Integration”**. The project is financed within the program **„Solidarity and management of migratory flows”** of the European Commission and is coordinated by **the Inspectorate General for Immigration of the Ministry of Internal Affairs**.

Within this project, the **Soros Foundation** develops new research tools which it uses for the survey – the Barometer of immigrants’ integration. This study is dedicated to Immigrants’ integration and will form the basis of the Romanian state’s new policies for immigrants’ integration in the Romanian society.

1. What is the number of non-EU citizens and non-Romanian ethnics from former Romanian territories who applied for Romanian citizenship and obtained it in the last 10 years? (separately per each year)
2. What are the countries of origin of the applicants for Romanian citizenship according to Law 21/1991? (number of citizens per country per year)

Would you please send the information requested in electronic format to the address: ..... or by fax  
.....

Yours sincerely,

.....



## B 2. THE QUANTITATIVE COMPONENT PART



34 I.C. Bratianu Blvd., 2<sup>nd</sup> Floor, Office 7  
Bucharest 3  
Phone: +40.21-204.7600, Fax: +40.21-204.76.04  
RC J40/415/18.01.2012, Fiscal code: RO21044921  
Account RO16INGB0001008200898910  
ING Bank – Obor Branch  
Transilvania Bank – Obor Branch

### “IMMIGRATION 2013”

#### METHODOLOGICAL REPORT

##### I. DATA COLLECTION ACTIVITY

###### **Operators’ training**

The Project Manager at Field Insights trained the regional coordinators, county coordinators and interview operators through a conference call organized at the company head office. Furthermore, the county coordinator trained the operators in each county. Each operator received route cards, general and methodological instructions, Q cards for the respondents and the quotas to be achieved.

###### **Field activity coordination**

County and regional coordinators provided the field activity coordination, monitoring and supervising.

###### **Field activity development**

Each county had its own operators team, managed and supervised by an experienced county coordinator. Each county coordinator supervised the application of questionnaires in the localities within the respective county, ensuring that the research methodology was applied correctly.

###### **Main issues encountered**

One of the main issues that the operators encountered was the questionnaire length, which led to refusals or interview interruptions from the respondents’ side. Another issue was the need to repeat certain questions within the questionnaire so that the respondent could understand their meaning, which led to longer application times.

## Response rates

In total 6695 visits were performed in 4220 households, that is, approximately 1.6 visits/ household. Out of this total number of visits, in 1745 cases nobody was at home, and in 335 cases the questionnaire's assumed respondent, according to the methodology, was not at home, in which cases appointments were made. In 547 households the questionnaire became inapplicable, as by the end of the data collection period there was no eligible person (according the methodology) in the respective households to respond to the questionnaire. The total number of refusals encountered by operators either from the household or the eligible person was 2001 and 37 questionnaires remained incomplete because of the respondent's refusal to read it completely. 49 selected addresses belonged to institutions or companies, 58 addresses were not inhabited and in 12 dwellings there were no eligible respondents living there (above 18 years old).

The sample obtained includes 1516 complete individual questionnaires.

## II. WEIGHTING OF SAMPLES

In order to perform the analysis, data had to be weighted based on residency, gender and age groups averages. The post-adjustment weighting factor equals the proportion between the known national value and the estimation of that value by the sample. For each region of the sample, the respondents were allotted a ratio equal to the proportion between the population of that region and the number of respondents' in the respective sample. The real population dimensions used were the time series valid on 1<sup>st</sup> January 2012 provided by the National Institute of Statistics (series calculated based on the latest census, corrected by the natural population growth, the external migration balance, the balance of migratory movement with domicile change, as well as by the balance of migratory movement with residency change, phenomena registered between the census and the reference moment). Thus, the weight was calculated as a proportion between the time series population and the sample population.

Data were weighted over the entire sample, no information being available about population structure on cultural areas.

The weighting scheme used in the BOP model.

## WEIGHTING SCHEME

Residency environment	Gender (total)	Gender	Age	Ratio in population	Ratio in sample	Weighting value
Urban (56.6%)	Male (26.3%)		18-24 years	3.3%	4.2%	0.79
			25-34 years	5.8%	6.7%	0.87
			35-44 years	5.7%	4.2%	1.35
			45-54 years	4.1%	5.7%	0.72
			55-64 years	4.3%	3.0%	1.40
			65 years and over	3.3%	2.5%	1.31
	Female (30.3%)		18-24 years	3.3%	4.5%	0.73
			25-34 years	5.8%	6.8%	0.85
			35-44 years	6.0%	5.5%	1.08
			45-54 years	4.8%	5.5%	0.86
			55-64 years	4.9%	4.7%	1.04
			65 years and over	5.0%	3.2%	1.54
Rural (43.4%)	Male (21.4%)		18-24 years	2.8%	2.8%	0.97
			25-34 years	4.1%	4.9%	0.83
			35-44 years	4.7%	3.8%	1.26
			45-54 years	3.1%	3.9%	0.79
			55-64 years	3.0%	3.8%	0.79
			65 years and over	4.1%	2.2%	1.83
	Female (22.0%)		18-24 years	2.5%	3.0%	0.83
			25-34 years	3.6%	3.8%	0.97
			35-44 years	4.1%	3.4%	1.21
			45-54 years	2.6%	4.0%	0.65
			55-64 years	3.3%	3.9%	0.86
			65 years and over	6.0%	3.9%	1.54

## Survey on immigrant's integration

## Preamble

Hello, my name is .... and I am a survey operator at Field Insights Company. We are conducting a survey regarding various issues of daily life. In order to discuss these issues, you have been randomly selected, like drawing lots. Should you agree to answer our questions, we hope we will not waste more than 30 minutes of your time. We specify that the data provided by this survey is strictly confidential and we guarantee your anonymity. Thank you!

## X. HOUSEHOLD STRUCTURE AND RESPONDER'S SELECTION

X1a. COUNTY/SECTOR: \_\_\_\_\_ X1b. County Code \_\_\_\_\_

X2a. SIRINF Code \_\_\_\_\_ X2b. SIRSUP Code \_\_\_\_\_

X3. NAME OF TOWN OR COMMUNE: \_\_\_\_\_

If it is a commune: X4. NAME OF VILLAGE: \_\_\_\_\_

## X4. RESIDENTIAL ENVIRONMENT:

1. Urban      2. Rural

## X5. TYPE OF LOCALITY:

- |   |                               |
|---|-------------------------------|
| 1. Town over 200,000 inhabitants              | 5. Village, centre of commune |
| 2. Town between 100,000 – 199,999 inhabitants | 6. Peripheral village         |
| 3. Town between 30,000 – 99,999 inhabitants   |                               |
| 4. Town up to 29,999 inhabitants              |                               |

X6. ADDRESS Street \_\_\_\_\_ No. \_\_\_\_\_, block of flats No. \_\_\_\_\_, entrance \_\_\_\_\_, \_\_\_\_\_ floor, apt. \_\_\_\_\_

## X7. VISIT SCHEDULE

VISIT NO.	1	2	3
Visit date	_____ 2013	_____ 2013	_____ 2013
Visit hour	____:____	____:____	____:____
Output	_____	_____	_____

## Output codes:

- |  |                             |
|--|-----------------------------|
| 1. Full interview  | 6. Nobody at home           |
| 2. Nobody eligible in the family (no person over 18)               | 7. Company/institution      |
| 3. Refusal (of the family or of the person selected for interview) | 8. Vacant house (abandoned) |
| 4. Person selected for interview is not at home (APPOINTMENT)      | 9. OTHERS _____             |
| 5. Incomplete interview  |                             |

**X8. The dwelling is:**

In an individual house	1	In a block of flats, comfort III, IV or former hostel for single persons	5
In a house with several dwellings	2	In abandoned dwellings	6
In a villa (2-4 apartments)	3	In an improvised dwelling	7
In a block of flats, comfort I or II	4		

**X9. The dwelling is located...**

In a central area of the village/town	1
In a peripheral area of the village/town	2
In another area of the village/town	3

## Section A

[READ]: In the beginning we will ask you several questions regarding your opinion on how things are going in Romania.

**A1. In your opinion, things in our country are going in a good direction or in a wrong direction? SINGLE ANSWER! READ THE OPTIONS!**

1. The direction is good      2. The direction is wrong      88.NK/NA

**A2. How satisfied are you in general with your way of living? SINGLE ANSWER! READ THE OPTIONS!**

1. Very satisfied      2. Quite satisfied      3. Not very satisfied      4. Not satisfied at all      88.NK/NA

**A3. Comparatively with the previous year, your economic status is...? SINGLE ANSWER! READ THE OPTIONS!**

1. Much better      2. Better      3. The same      4. Worse      5. Much worse      88.NK/NA

**A4. And in one year, how do you see your economic status? SINGLE ANSWER! READ THE OPTIONS!**

1. Much better      2. Better      3. The same      4. Worse      5. Much worse      88. NK/NA

**A5. How do you see Romanians' economic status, as compared to last year? SINGLE ANSWER! READ THE OPTIONS!**

1. Much better      2. Better      3. The same      4. Worse      5. Much worse      88. NK/NA

**A6. And in one year, how do you see Romanians' economic status? SINGLE ANSWER! READ THE OPTIONS!**

1. Much better      2. Better      3. The same      4. Worse      4. Much worse      88. NK/NA

## Section B

**B1. In general, you would say that ... SINGLE ANSWER! READ THE OPTIONS!**

1. Most people can be trusted	2. Better be careful in your relations with the people	88. NK/NA
-------------------------------	--	-----------

**B2. Are you a member of an association or organisation that brings you no income? – including trade association, party, trade union, religious or church-related support group, ecological group, non-governmental organisation, artistic group, football team.**

1. Yes      2. No      88. Does not know      99.NA

**B3. The following list includes various groups of persons. Could you please pick the unwanted neighbours? SINGLE ANSWER ON EACH LINE! READ THE OPTIONS!**

	Mentioned	Not mentioned	NK/NA
1. Drug addicted persons	1	0	88
2. Persons of a different race	1	0	

3.	Persons with AIDS	1	0
4.	Immigrants/workers who came to Romania from another country	1	0
5.	Homosexual	1	0
6.	Persons with a different religion	1	0
7.	Alcoholics	1	0
8.	Unmarried couples living together	1	0
9.	People of a different ethnics	1	0
10.	Rroma, gipsies	1	0

### Section C

**[READ]: For several years, the entire world is facing a prolonged economic crisis. Many Romanians are also affected by the crisis .**

**C1. To what extent have you personally been affected by the economic crisis? SINGLE ANSWER! READ THE OPTIONS!**

1. To a very large extent      2. To a large extent      3. To a small extent      4. To a very small extent or not at all      88. NK/NA

Since the beginning of the crisis, you or somebody in your family...? SINGLE ANSWER ON EACH LINE! READ THE OPTIONS!	You	Somebody in the family	You and somebody in the family	Nobody in the family	NC	NK/NA
<b>C2.</b> ...has become unemployed or took an unwanted leave for a period of time	1	2	3	4	77	88
<b>C3.</b> ...has lost his/her job	1	2	3	4	77	88
<b>C4.</b> ...has received a salary lower than usually / his/her income has decreased	1	2	3	4	77	88
<b>C5.</b> ...has lost part of investments (stock exchange, real estate, etc.)	1	2	3	4	77	88

**C6. To what extent do you think Romania on the whole has been affected by the economic crisis? SINGLE ANSWER! READ THE OPTIONS!**

1. To a very large extent      2. To a large extent      3. To a small extent      4. To a very small extent or not at all      88. NK/NA

**C7. In your opinion, the Government of Romania has taken rather good measures or rather wrong measures to prevent the economic crisis? SINGLE ANSWER! READ ONLY OPTIONS 1 AND 2.**

1. They have taken rather good measures      2. They have taken rather wrong measures      3. **[SPONTANEOUS]** They have taken both good measures and wrong measures      4. **[SPONTANEOUS]** They have taken no measure      88. NK/NA

**C8. When do you think the economic crisis will end? SINGLE ANSWER! READ THE OPTIONS!**

1. In one year, at the latest      2. In less than three years      3. In less than five years      4. In more than five years      88. NK/NA

**C9. How much do you trust the current Government's capacity to govern the country in time of crisis? SINGLE ANSWER! READ THE OPTIONS!**

1. Very much      2. Much      3. Little      4. Very little      5. Not at all      88. NK/NA

<b>C10. How worried are you of the living conditions of ... SINGLE ANSWER ON EACH LINE! READ THE OPTIONS!</b>	<i>Very much</i>	<i>Much</i>	<i>Not much, not little</i>	<i>Little</i>	<i>Very little</i>	NK/NA
1. Your family	1	2	3	4	5	88
2. Your neighbours	1	2	3	4	5	88
3. People in your region	1	2	3	4	5	88
4. People in Romania	1	2	3	4	5	88
5. People in Europe	1	2	3	4	5	88
6. People in the whole world	1	2	3	4	5	88
7. Old people in Romania	1	2	3	4	5	88
8. Unemployed in Romania	1	2	3	4	5	88
9. Aliens/immigrants in Romania	1	2	3	4	5	88

## Section D

[READ]: In the past years, just as the Romanians go to other countries to work, people from other countries have started to come to Romania, in search for a job.

**D1. What do you think about people from other countries who come to work in Romania? What should the Government do? SINGLE ANSWER! READ THE OPTIONS!**

1. Allow anybody to come if s/he so wants
  2. Allow people to come only if there are vacancies
  3. Establish firm limits for the number of foreigners allowed to work in Romania
  4. Forbid people from other countries from coming and working in Romania
88. NK/NA

<b>To what extent do you agree with the following statements?</b>	Agree	Indifferent	Against	NK/NA
When the number of jobs is limited ...				
<b>D2. men should have more rights to get a job than women</b>	1	2	3	88
<b>D3. employers should give priority to Romanians against people from other countries</b>	1	2	3	88

<b>In your opinion. ...</b>	Same	Higher	Lower	NK/NA
<b>D4. foreign workers should <u>pay</u> the same, higher or smaller <u>taxes and contributions</u>, as compared to the Romanians?</b>	1	2	3	88
<b>D5. foreign workers should <u>receive</u> the same, higher or smaller <u>social benefits</u> (unemployment benefit, pension, etc.), as compared to the Romanian workers?</b>	1	2	3	88

## Section E

[READ]: Some of the foreigners who come to Romania want to stay here for the long term. They are called immigrants – foreigners who settle in Romania. Next we will ask you some questions about immigrants.

**E1. In general, what is your opinion about immigrants? Your opinion is... SINGLE ANSWER! READ THE OPTIONS!**

1. Very good    2. Good.    3. Nor good neither bad    4. Bad    5. Very bad    88. NK/NA

**E2. How do you appreciate the number of immigrants in Romania?**

Much too many	Too many	As much as needed	Too few	Much too few	NK/NA
1	2	3	4	5	88

**E3. How do you appreciate the number of immigrants in your locality?**

Much too many	Too many	As much as needed	Too few	Much too few	NK/NA
1	2	3	4	5	88

**E4. What should be Romania's general attitude towards immigrants? SINGLE ANSWER! READ THE OPTIONS!**

1. Allow anyone to settle in Romania if s/he so wants
2. Allow only certain categories of immigrants to settle in Romania
3. Forbid immigrants from settling in Romania
88. NK/NA

If s/he has answered 2 at E4 continue with E5-E6, otherwise skip to E7

**E5. What are the categories of immigrants who should always be allowed to settle in Romania?**

Write down all the answers! \_\_\_\_\_

**E6. And what are the categories of immigrants who should in no case be allowed to settle in Romania?**

Write down all the answers! \_\_\_\_\_

[READ]: Now I will read for you some statements regarding immigrants. Please tell me to what extent you agree with each of them.

SHOW CARD E WITH OPTIONS FOR ANSWERS

READ EACH STATEMENT. SINGLE ANSWER ON EACH LINE

To what extent do you agree with the following statements regarding immigrants in Romania?	To a very large extent	Large extent	Little extent	Very little extent/Not at all	NK/NA
<b>E7.</b> Immigrants take some jobs of the people born in our country	1	2	3	4	88
<b>E8.</b> Immigrants degrade the cultural life of a country	1	2	3	4	88
<b>E9.</b> Immigrants increase criminality	1	2	3	4	88
<b>E10.</b> Immigrants are not a burden for the social protection system	1	2	3	4	88
<b>E11.</b> For the good of the society, it is better when immigrants preserve their own customs and traditions	1	2	3	4	88
<b>E12.</b> In the future, the increasing number of immigrants will be a threat for society	1	2	3	4	88

**E13. They talk about the need to *integrate immigrants into the Romanian society*. In your opinion, is immigrants' integration necessary?**

1. Yes, it is necessary
2. No, it is not necessary
88. NK/NA

**E14. When do you think we can say that an immigrant is integrated into the Romanian society?**

Write down all the answers! \_\_\_\_\_

88. NK/NA

**E15. In your opinion, by which methods should the Romanian State offer support and social assistance to immigrants?**



1. Through special support programmes for immigrants
  2. The same support as to any other inhabitant of Romania, through existing social programmes
  3. Support limited to the basic needs
  4. No kind of support, they should find their way themselves
88. NK/NA

**E16. Next I will list several types of support programmes for immigrants. Please tell me, for each of them, whether you think that support should be offered by public authorities for free, for a cost, or it should not be offered.**

<b>SINGLE ANSWER ON EACH LINE! READ THE OPTIONS!</b>	For free	For a cost	Not at all	NK/NA
<b>1. Romanian language courses</b>	1	2	3	88
<b>2. Cultural integration programmes</b>	1	2	3	88
<b>3. Financial support</b>	1	2	3	88
<b>4. Social housing</b>	1	2	3	88
<b>5. Basic medical services</b>	1	2	3	88
<b>6. Education for children</b>	1	2	3	88
<b>7. Re-qualification courses for adults</b>	1	2	3	88
<b>8. Support for family re-unification</b>	1	2	3	88
<b>9. Legal assistance</b>	1	2	3	88

**E17. Out of the following, which do you think is the best method for the Romanian State to offer support programmes for immigrants: SINGLE ANSWER! READ THE OPTIONS 1, 2, 3!**

1. Directly, through public institutions with relevant responsibilities
  2. By financing some not-for-profit non-governmental organisations (NGOs)
  3. By employing some companies
  4. (**DO NOT READ!**) A combination of the above
88. NK/NA

**E18. Do you think immigrants should be granted the Romanian citizenship, under certain conditions? SINGLE ANSWER! READ THE OPTIONS!**

1. Yes, as soon as they are granted the right to stay in Romania.
  2. Yes, after they have lived for a certain number of years in Romania. → **E19. Minimum, how many years?** \_\_\_\_\_ years
97. NC

88.

NK/NA

3. No, never → **SKIP TO E23**
88. NK/NA

**E20. Out of the following, which are the conditions that immigrants should meet in order to be granted Romanian citizenship?**

<b>SHOW CARD E20 WITH THE CONDITIONS READ EACH CONDITION, ONE BY ONE</b>	Mentioned	Not mentioned	NC	NK/NA
1. Know and abide by the laws of the country	1	2	77	88
2. Know Romanians' culture and customs	1	2	77	88
3. Speak Romanian language	1	2	77	88
4. Adopt the Orthodox religion	1	2	77	88
5. Swear under oath	1	2	77	88
6. Adopt Romanians' style of living	1	2	77	88
7. Have a job	1	2	77	88
8. Be married with a Romanian	1	2	77	88

SHOW CARD E20 WITH THE CONDITIONS READ EACH CONDITION, ONE BY ONE	Mentioned	Not mentioned	NC	NK/NA
9. Have an irreproachable moral behaviour	1	2	77	88
10. Know Romania's history and geography	1	2	77	88
11. Have enough incomes to sustain themselves	1	2	77	88

**SHOW CARD E20. PUT DOWN CODES 1-11 OF THE PREVIOUS QUESTION!**

**E21. Out of them, which one is the most important?** \_\_\_\_\_ 77. Not applicable 88. NK/NA

**E22. What about the second most important one?** \_\_\_\_\_ 77. Not applicable 88. NK/NA

**E23. Should immigrants' children born in Romania be granted the Romanian citizenship?** **SINGLE ANSWER! READ THE OPTIONS!**

1. Yes, but only if one parent has the citizenship.
2. Yes, irrespective of parents' citizenship.
3. No.
88. NK/NA

**E24. Some immigrants come to Romania illegally, namely without informing the authorities. What should the authorities do when they identify them?**

**SINGLE ANSWER! READ THE OPTIONS!**

1. Expatriate them immediately to the origin countries
2. Refer them to a court for illegally entering the country
3. Help them obtain a legal status
4. Leave them alone as long as they do not infringe other laws
88. NK/NA

## Section F

**[READ]: In general, immigrants have fewer rights and freedoms, as compared to Romanian citizens. There are however several special groups of immigrants, about which it is sometimes said they should have a special status. I will ask you some questions about these groups.**

**F1. Romania is a member of the European Union. Some immigrants in Romania originate from other EU Member States. What should be the general attitude towards immigrants originating from EU countries?**

**SINGLE ANSWER! READ THE OPTIONS! SHOW CARD F, WITH THE ANSWERING OPTIONS**

1. Have the same rights and freedoms as Romanian citizens
2. Have fewer rights and freedoms than Romanian citizens, yet more than other immigrants
3. Have the same rights and freedoms as all other immigrants
88. NK/NA

**F2. A special category of immigrants originate from the Republic of Moldova (Basarabia). Most of them are Romanian ethnics. What should be the general attitude towards the immigrants originating from the Republic of Moldova?** **SINGLE ANSWER! READ THE OPTIONS! SHOW CARD F, WITH THE ANSWERING OPTIONS**

1. Have the same rights and freedoms as Romanian citizens
2. Have fewer rights and freedoms than Romanian citizens, yet more than the other immigrants
3. Have the same rights and freedoms as all other immigrants
88. NK/NA

**F3. Discussions have been ongoing lately about winning back the Romanian citizenship, namely about the fact that the Romanian State grants Romanian citizenship more easily to persons living in the Republic of Moldova. In your opinion, the Romanian State should grant citizenship... SINGLE ANSWER! READ THE OPTIONS!**

1. Any citizen of the Republic of Moldova should enjoy a preferential treatment in being granted the citizenship
  2. The citizens of the Republic of Moldova should enjoy a preferential treatment only if they prove their Romanian origin
  3. The citizens of the Republic of Moldova should not enjoy a preferential treatment, they should meet the same conditions under which the citizenship is granted to any other foreigner.
88. NK/NA

**SHOW CARD E WITH THE ANSWERING OPTIONS**

<b>F4. To what extent do you think the following initiatives of Romania will lead to the improvement of relationship between Romania and the Republic of Moldova?</b>	Very large extent	Large extent	Small extent	Very little extent/Not at all	NK/NA
1. Grant scholarships to students from the Republic of Moldova who study in Romania	1	2	3	4	88
2. Faster and preferential granting of the Romanian citizenship	1	2	3	4	88
3. Financial support provided by the Romanian authorities to the authorities in the Republic of Moldova	1	2	3	4	88
4. Financial support provided by the Romanian authorities to some culture and media institutions in the Republic of Moldova	1	2	3	4	88
5. Support provided by Romania in view of integrating the Republic of Moldova in the European Union	1	2	3	4	88

**F5. Another special category of immigrants are the refugees. They are persons who had to leave their countries because of wars or political persecutions. What should the general attitude be towards refugees? SINGLE ANSWER! READ THE OPTIONS! SHOW CARD F WITH THE ANSWERING OPTIONS**

1. Have the same rights and freedoms as Romanian citizens
  2. Have fewer rights and freedoms than the Romanian citizens, yet more than the other immigrants
  3. Have the same rights and freedoms as all the other immigrants
88. NK/NA

## Section G

<b>G1. How often ...? SINGLE ANSWER ON EACH LINE! READ THE OPTIONS!</b>	Often	Sometimes	Seldom	Never	88. NK/NA
1 ... do you meet foreigners/immigrants in the street	1	2	3	4	88
2 ... do you see foreigners/immigrants in the media (television, radio, newspapers)	1	2	3	4	88

**G2. Do you know public persons in Romania who are foreigners/immigrants? If yes, give us some names.**

WRITE DOWN ALL THE ANSWERS!

0. I do not know

88. NK/NA

**G3. Now think about all the people you know – relatives, friends, neighbours, colleagues, persons with whom you have interacted in the past 12 months. Are there foreigners, immigrants among them?**

1. Yes

2. No → **SKIP TO H1**

88. NK/NA → **SKIP TO H1**

**G4. What kind of foreigners do you know? *MULTIPLE ANSWER! READ THE OPTIONS! WRITE DOWN EVERY APPLICABLE OPTION***

1. Family member

2. Far relative

3. Friend

4. Work colleague

5. Neighbour

6. Somebody met by chance

7. Other situation. Which is it? \_\_\_\_\_

77. Not applicable

88. NK/NA

**G5. What are the origin countries of the foreigners you know? *WRITE DOWN ALL THE ANSWERS!***

77. Not applicable

88. NK/NA

**G6. In general, what impression did the foreigners you know make upon you? The impression was...**

1. Very good    2. Good.    3. Neither good nor bad

4. Bad    5. Very bad

88. N\$/NR

**[READ]: Please think now of the foreigner/immigrant whom you know best. You do not have to say his/her name or other identification data of this person. Please give us some information that can be used in statistical analyses.**

**G7. What is the relation you have with this person? \_\_\_\_\_** 77. Not applicable    88. NK/NA  
***ONLY ONE ANSWER! USE THE CODES FROM G4***

**G8. It is a...** 1. Man    2. Woman    77. Not applicable

**G9. How old (approximately) is s/he? \_\_\_\_\_ years** 77. Not applicable    88. NK/NA

**G10. What is his/her origin country? \_\_\_\_\_** 77. Not applicable    88. NK/NA

**G11. What is his/her religion?**

1. Orthodox    2. Catholic    3. Protestant/Neo-protestant

4. Muslim

5.

Buddhist

6. Another religion

77. Not applicable

88. NK/NA

**G12. Since when is s/he in Romania (approximately)? \_\_\_\_\_ years** 77. Not applicable    88. NK/NA

**G13. As far as you know, has s/he legally come to Romania?** 1. Yes    2. No    77. Not applicable    88. NK/NA

**G14. Has s/he now a legal status in Romania?**

1. Yes 2. No 77. Not applicable

88. NK/NA

**G15. What was the reason why s/he has come to Romania? SINGLE ANSWER. IF S/HE MENTIONS SEVERAL REASONS, ASK AND WRITE DOWN THE MAIN REASON**

1. For studies
2. In search for a job
3. Political or war refugee
4. Has married in Romania

5. Another reason. Which is it? \_\_\_\_\_

77. Not applicable

88. NK/NA

**G16. Has s/he ever told you whether s/he wants to stay in Romania or return home? SINGLE ANSWER**

1. S/he wants to stay in Romania
2. S/he wants to go back home
3. S/he is undecided
4. We do not speak about such things

7. NC 88. NK/NA

**G17. Has s/he Romanian citizenship or does s/he want to obtain it?**

1. S/he already has the Romanian citizenship
  2. S/he wants to obtain the citizenship
  3. S/he does not want to obtain the citizenship
88. NK/NA

**G18. Has s/he a job?**

1. Yes, s/he has a work contract
2. Yes, s/he works illegally
3. No

77. Not applicable

88. NK/NA

**IF YES (code 1, 2 at D16):**

**G19. What exactly does s/he work? WRITE DOWN ALL THE ANSWERS!**

\_\_\_\_\_ 77. Not applicable 88. S/he does not know 99. NA

**G20. As far as you know, what are the most important problems s/he has faced since her/his arrival in Romania?**

**WRITE DOWN ALL THE ANSWERS!** \_\_\_\_\_

88.

NK/NA

**G21. Has s/he ever asked for your help to solve some problems? If yes, what problems?**

**WRITE DOWN ALL THE ANSWERS!** \_\_\_\_\_

88.

NK/NA

**G22. In general, what is your opinion about this person? Your opinion is...**

1. Very good 2. Good. 3. Nor good neither bad 4. Bad 5. Very bad 88. NK/NA

## Section H

**[READ]: We are close to the end of the questionnaire. I will ask you several questions regarding your habits.**


**SHOW CARD H1, WITH THE ANSWERING OPTIONS**

<b>H1. How often do you ...</b> <b>SINGLE ANSWER ON EACH LINE!</b> <b>READ THE OPTIONS!</b>	Daily	Several times a week	Several times a month	Once a month or more rarely	Not at all	NK/NA
1. you read the newspapers	1	2	3	4	5	88
2. listen to the radio	1	2	3	4	5	88
3. watch the TV	1	2	3	4	5	88
4. read books	1	2	3	4	5	88
5. go to the theatre/opera/philharmonics	1	2	3	4	5	88
7. go to a movie	1	2	3	4	5	88
8. go to the church	1	2	3	4	5	88
6. surf/use the Internet	1	2	3	4	5	88

**H2. Which is the favourite TV channel?** \_\_\_\_\_ 77. Not applicable 88. NK/NA

**ONLY ONE ANSWER! SHOW CARD H3, WITH THE LEFT-RIGHT SCALE**

**H3. As concerns politics, people talk about “left” and “right”. Generally speaking, where would you be on the scale below?**

1	2	3	4	5	6	7	8	9	10
Left									Right

**READ: Now, we would like to have your opinion regarding the following statements, by using the 10-point scale. 1 means you entirely agree with the left statement, and 10 that you entirely agree with the right statement. You can choose, of course, any intermediary figure in order to refine your answer as properly as possible.**

**READ AND SHOW, ONE BY ONE, THE CARDS FROM H4 TO H8 WITH THE TWO PAIRS OF STATEMENTS AND THE SCALE**

**H4.**

Each individual should assume more responsibility for her/his own welfare											The State should assume more responsibility for each person's welfare	NK/NA
	1	2	3	4	5	6	7	8	9	10		88

**H5.**

Competition is good, it helps people work harder and develop new ideas											Competition is a bad thing, it reveals the negative side of the people	NK/NA
	1	2	3	4	5	6	7	8	9	10		88

**H6.**

The State should allow more freedom for companies											The State should check the companies more	NK/NA
	1	2	3	4	5	6	7	8	9	10		88

**H7.**

Differences between incomes should reduce											Differences between incomes should increase	NK/NA
	1	2	3	4	5	6	7	8	9	10		88

**H8.**

Private property should extend and develop											State property should extend and develop	NK/NA
	1	2	3	4	5	6	7	8	9	10		88

## SOCIO-DEMOGRAPHIC DATA

[READ] In the end, in order to have an overview of the country, please answer several questions regarding your family and person. They will be used for statistical analyses only.

11. Gender: 1. Man 2. Woman

12. DATE OF BIRTH: DAY: \_\_ MONTH: \_\_ YEAR: \_\_\_\_

13. What is the highest education level reached by YOU? [ONLY ONE ANSWER]

No school	1	Graduated high-school	9
Not graduated primary school	2	Post high-school	10
Graduated primary school	3	Not graduated university	11
Incomplete grammar school	4	University – junior engineer or college	12
Complete grammar school	5	Graduated university	13
Apprenticeship school (complementary)	6	Master diploma	14
Vocational school	7	Ph.D. diploma	15
Not graduated high school	8	NK/NA	88

14. Which of the following corresponds better to your occupational status? (main status) [ONLY ONE ANSWER]

1. Full-time employee (30 hours per week or more)
2. Part-time employee (less than 30 hours per week)
3. Unemployed (including technical unemployment)
4. Pupil/day student
5. Retired/unable to work
6. Self-employed, including agricultural worker/farmer, owner of a business with or without employees
7. Freelancer
8. You do home-keeping or work all the time at home, you look after children without being paid for it
9. Something else, what? .....
88. NK/NA

15. What is your present occupation or what was the latest occupation you had?

[WRITE DOWN THE ANSWER]

..... 88.NK/NA

[THE NEXT QUESTION RELATES TO THE CURRENT JOB OR TO THE LATEST JOB, FOR PEOPLE WHO CURRENTLY DO NOT WORK!]

16. Do you work or have worked (for those who currently do not work) in the private or in the public ("state") sector? [ONLY ONE ANSWER.]

1. Public 7. NC
2. Private 88. NK/NA
3. NGO [SPONTANEOUS]

17. At present you are...?						
1. officially married	2. married unofficially / cohabitation	3. divorced	4. separated	5. single	6. widow	88.NK/NA

18. How many members has your family? (INCLUDING THE RESPONDENT) \_\_\_\_\_

NK/NA

<b>I9. Do you have access to the Internet at home?</b>			
1. yes	2. no		88.NK/NA

I10. After 1989, <u>have you ever</u> gone abroad for...?	Yes, for more than 3 months	Yes, for less than 3 months	No	NK/NA
1. work	1	2	3	88
2. studies	1	2	3	
3. visitingrelatives	1	2	3	
4. tourism	1	2	3	

**I11. Is there any person in your family who is currently abroad, for a longer period of time (minimum 3 months), not only on holiday or vacation?**

1. YES                      2. NO                      88.NK/NA

**I12. What is your nationality?**

1. Romanian                      2. Hungarian                      3. Roma                      4. German                      5. Other: \_\_\_\_\_

**I13. What is your religion?**

- |   |   |
|---|---|
| 1. Orthodox   | 6. no religion                          |
| 2. Roman-Catholic   | 7. another religion. Which is it? ..... |
| 3. Protestant (Calvinist, Evangelist, Lutheran, Protestant)     | 8. undeclared religion                  |
| 4. Greek-Catholic   | 9. atheist                              |
| 5. Neo-protestant (Pentecostal, Adventist, Baptist, Evangelist) | 99.NA                                   |

**I14. What is your opinion about the current incomes of your family? SINGLE ANSWER! READ THE OPTIONS!**

1. They are not enough for survival
  2. They are enough for survival only
  3. They are enough for a decent living, yet we cannot afford to buy rather expensive goods
  4. We manage to buy also some rather expensive goods, but we cut from other areas
  5. We manage to have whatever we need, without having to cut anything
88. NK  
99. NA

**I15. What is the approximate total net income obtained last month by all the members of your family (including salaries, pensions, dividends, rents, scholarships, allowances, etc.) ?**

|\_|\_|.|\_|\_|\_| RON                      88.NK    99.NA

**I16. What is the approximate total net income obtained by you last month?**

|\_|\_|.|\_|\_|\_| RON                      88.NK    99.NA

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**OPERATOR! FILL IN CAREFULLY EVERY IDENTIFICATION DATA!**

*Thank you for your kindness in answering our questions and for your time. Our institute will conduct checks on its operators, to see whether they apply the questionnaires correctly. In this respect, you might be contacted in a few days to re-confirm this discussion.*

**I19. SURNAME AND GIVEN NAME OF THE RESPONDENT:** \_\_\_\_\_

**I20. RESPONDENT'S TELEPHONE:** \_\_\_\_\_ (COMPULSORY FOR CHECKS!)

**THANK YOU!**



## CARD E

TO A VERY LARGE EXTENT	LARGE EXTENT	SMALL EXTENT	VERY LITTLE EXTENT / NOT AT ALL
1	2	3	4

## CARD E20

1. TO KNOW AND TO RESPECT THE COUNTRY'S LAWS
2. TO KNOW THE ROMANIAN CULTURE AND TRADITIONS
3. TO KNOW THE ROMANIAN LANGUAGE
4. TO ADOPT THE ORTHODOX RELIGION
5. TO MAKE AN OATH OF FAITH
6. TO ADOPT THE ROMANIAN LIFE STYLE
7. TO HAVE A WORK PLACE
8. TO BE MARRIED TO ROMANIAN CITIZENS
9. TO HAVE AN IMPECCABLE MORAL BEHAVIOR
10. TO KNOW THE ROMANIAN HISTORY AND GEOGRAPHY
11. TO HAVE ENOUGH REVENUES TO SUSTAIN THEMSELVES

## CARD F

1. To have the same rights and freedoms as Romanian citizens
2. To have less rights and freedoms as Romanian citizens, but more than the rest of the immigrants
3. To have the same rights and freedoms as the rest of the immigrants

CARD E

TO A VERY LARGE EXTENT	LARGE EXTENT	SMALL EXTENT	VERY LITTLE EXTENT / NOT AT ALL
1	2	3	4

CARD F

1. To have the same rights and freedoms as Romanian citizens
2. To have less rights and freedoms as Romanian citizens, but more than the rest of the immigrants
3. To have the same rights and freedoms as the rest of the immigrants

CARD H1

DAILY	SEVERAL TIMES PER WEEK	SEVERAL TIMES PER MONTH	ONCE PER MONTH OR LESS	NOT AT ALL
1	2	3	4	5

CARD H3

1 10	2	3	4	5	6	7	8	9
LEFT RIGHT								

CARD H4

EACH INDIVIDUAL SHOULD ASSUME MORE RESPONSIBILITY FOR HIS/ HER OWN WELFARE									THE STATE SHOULD ASSUME MORE RESPONSIBILITY FOR THE WELFARE OF EACH INDIVIDUAL
	1 9	2 10	3	4	5	6	7	8	

### CARD H5

COMPETITION IS PRODUCTIVE, IT HELPS PEOPLE WORK MORE AND DEVELOP NEW IDEAS										COMPETITION IS UNPRODUCTIVE, IT BRINGS OUT THE WORST IN PEOPLE
	1	2	3	4	5	6	7	8		
	9	10								

### CARD H6

THE STATE SHOULD GRANT MORE FREEDOM TO COMPANIES										THE STATE SHOULD CONTROL COMPANIES MORE
	1	2	3	4	5	6	7	8		
	9	10								

### CARD H7

DIFFERENCES BETWEEN INCOMES SHOULD DIMINISH										DIFFERENCES BETWEEN INCOMES SHOULD BE LARGER
	1	2	3	4	5	6	7	8		
	9	10								

### CARD H8

PRIVATE PROPERTY SHOULD INCREASE AND DEVELOP										STATE PROPERTY SHOULD INCREASE AND DEVELOP
	1	2	3	4	5	6	7	8		
	9	10								

# ANNEX C 3. ROUTE CARD

Project Immigration 2013

Operator's name

COUNTY ..... LOCALITY ..... sample's step (P) \_\_\_\_\_

STARTING POINT: STREET INTERSECTION ..... WITH THE STREET.....

INTER SECTION NO.	RESPONDENT'S NAME AND FIRST NAME STREET NAME	NO	BLOCK	ENTRANCE	APT.	PHONE NO	RESPON DENT'S GENDER	RESPON DENT'S AGE	VISIT 1 (DATE/HOUR)	VISIT 2 (DATE/HOUR)	VISIT 3 (DATE/HOUR)	INTERVIEW DURATION / MINUTES	VISIT RESULT CODE

All addresses visited in the field will be first mentioned in the card, specifying in the column “Visit result code” the adequate code from the key.

**Key: 1.** Complete interview (**note the questionnaire’s ID, in the last column**)

**CODES THAT DO NOT REQUIRE COME-BACK:**

- 2. No one eligible in the household (there is no one above 18 years old)
- 3. Refusal (from the side of the household or of the person selected for the interview)
- 5. Incomplete interview
- 6. No one at home
- 7. Company / institution
- 8. Uninhabited house (deserted)
- 9. OTHER SITUATIONS \_\_\_\_\_

**CODES THAT REQUIRE COME-BACK :**

- 4. The person selected for the interview is not at home (APPOINTMENT)

Operator’s signature.....

INTER SECTION NO.	RESPONDENT'S NAME AND FIRST NAME	NO	BLOCK	ENTRANCE	APT	PHONE NO	RESPON DENT'S GENDER	RESPON DENT'S AGE	VISIT 1 (DATE/HOUR)	VISIT 2 (DATE/HOUR)	VISIT 3 (DATE/HOUR)	INTERVIEW DURATION / MINUTES	VISIT RESULT CODE

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