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POTENTIAL PROBLEMS OF MIGRANT ACCOMMODATION  
PROCESSES INTO SLOVAK CULTURE

Diploma Thesis

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FACULTY OF APPLIED LANGUAGES

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## **Affirmation**

I hereby affirm that this thesis represents my own original research and writing and that I have referenced all appropriate source materials.

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## Abstrakt

NAGYOVÁ, Zuzana: *Potenciálne problémy procesu aklimatizácie migrantov do slovenskej spoločnosti*. – Ekonomická univerzita v Bratislave. Fakulta aplikovaných jazykov; Katedra interkultúrnej komunikácie. – Vedúci záverečnej práce: PhDr. Tatiana Hrivíková, PhD. – Bratislava: FAJ EU, 2017, 58s.

Cieľom záverečnej práce je zistiť aké potenciálne problémy by mohli nastať počas procesu aklimatizácie migrantov z Iraku do slovenskej spoločnosti. Porovnáva sa nielen slovenská a iracká kultúra, ale sa aj hodnotia podmienky na integráciu, ktoré vytvára Slovenská Republika. Práca je rozdelená do troch kapitol. Prvá kapitola je venovaná fenoménu migrácie. Rozoberáme v nej čo je migrácia, jej typy, históriu a aj migračnú politiku Európskej Únie a Slovenska. Druhá kapitola sa zaoberá kultúrnou adaptáciou. Vysvetľujeme v nej čo je asimilácia, integrácia a popisujeme integračnú politiku Slovenska. Tretia kapitola je venovaná výskumu a porovnáваме v nej Slovenskú a Irackú kultúru a takisto hodnotíme a analyzujeme výsledky Indexu politiky integrácie migrantov. Tieto hypotézy potvrdzujeme alebo vyvraciamе odpoveďami respondentov, ktorí sú v styku s Irackými migrantmi. Výsledkom riešenia danej problematiky je zhrnutie možných problémov procesu aklimatizácie migrantov do slovenskej spoločnosti.

Kľúčové slová: migrácia, migrant, aklimatizácia, problémy, integrácia, Slovensko, Irak

## **Abstract**

NAGYOVÁ, Zuzana: *Potential Problems of Migrant Accommodation Processes into Slovak Culture*. – University of Economics in Bratislava. Faculty of Applied Languages. Department of Intercultural Communication. – Supervisor: PhDr. Tatiana Hrivíková, PhD. – Bratislava: FAJ EU, 2017, 58p.

The aim of the thesis is to find out what potential problems could appear during the process of Iraqi migrants accommodation into Slovak society. We not only compare Slovak and Iraqi culture but also evaluate the conditions that Slovakia creates for the integration. The thesis is divided into three chapters. The first one deals with the phenomenon of a migration. We explain what is the migration, its types, history and migration policy of the European Union and Slovakia. The second chapter describes cultural adaptation. We describe what is the assimilation and integration and write about the integration policy of the Slovak Republic. The third chapter deals with the research - we compare the Slovak and Iraqi culture and evaluate and analyse the results of the Migrant Integration Policy Index. These hypotheses are then confirmed or disproved by the answers of the respondents who are in touch with the Iraqi immigrants. The result of solving the issue is summary of the potential problems of migrants' accommodation process into Slovak society.

Key words: migration, migrant, accommodation, problems, integration, Slovakia, Iraq

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## **List of abbreviations**

CEE – Central and Eastern Europe

EU – European Union

GCIM – Global Commission on International Migration

GRID – Global Report on International Displacement

IDP – Internally displaced person

IMISCOE – International Migration, Integration and Social Cohesion

IOM – International Organization for Migration

IPSR – Integration Policy of the Slovak Republic

MIPEX – Migrant Integration Policy Index

OECD – Organization for Economic Co-operation and Development

OSCE – Organization for Security and Co-operation in Europe

UK – United Kingdom

UN – United Nations

UNHCR – United Nations High Commissioner for Refugees

USA – United States of America

## Introduction

In the present when the media present us the shocking images of immigrants trying to save their lives, to find a refuge or more often present them as a burden for social system and a serious problem for all EU countries, it is important to realize that we should open our mind and think in a broader context. We discuss more about the quotas, solutions, culture and as well about the security and finances and less about what the migrants passing through. For the most of them it is start from scratch. Without work, housing, knowledge of a language and important social relations, the state's help is crucial for their successful start. However the integration process is always two-sided. It does not only concern those who should be integrated but also the majority society which can accept the immigrants without them losing their identity. It is not only the willingness of the immigrant to integrate which influences the successfulness of the integration but also the support of a society, rightly set policies or openness of relations among people.

The basic argument while promoting well-designed integration policies is that the immigrants who feel safe and accepted are able to invest their human capital and be of benefit to society. Slovakia is perceived as a transit country where there is no interest on the part of the immigrants to stay there. As the results of The Migrant Integration Policy Index show our integration policies are not set to facilitate the integration. The governmental policies together with the attitudes of the society is one of the main factor which influences successful integration. They set overall legal and political framework of the integration and also influence the direction of a social discussion. Slovakia is not successful in neither of the two areas. The result is that on one side we are afraid that the immigrants will not integrate and on the other side we will not make it possible for them.

The issue of the integration policies of the Slovak Republic is one of the main that the thesis deals with. In theoretical part we deal with the Migration policy and the Integration policy of the Slovak Republic, we describe the aims and also the imperfections of these policies. We analyse the most essential documents *The Migration policy of the Slovak Republic, Perspective until the year 2020* and *The Integration Policy of the Slovak Republic (IPSR)*.

In the research part these analyses together with the analysis of *The Migrant Integration Policy Index* serve as hypotheses for our research. Also very important in order to come to conclusion about the potential problems of the migrants' accommodation process in Slovak society is the comparison of the cultures. We made the comparison based on Hofstede's cultural dimensions and this serves as a second hypothesis in our research. Questions answered by the people who are in contact with the immigrants are helpful in our research as they confirm or disprove our hypotheses.

# 1. Migration

## 1.1 Definition and types

“Permanent migration flows to OECD countries amounted to 4.3 million entries in 2014 (+4% compared with 2013). According to preliminary data, this increased by around 10% in 2015” (OECD (2016), International Migration Outlook 2016, p.10).

These data show that migration rate tends to increase every year and it influences more and more areas of people’s lives worldwide. Although migration is highly discussed topic nowadays, it is nothing new. From ancient history people have migrated in pursuit of opportunities for better living. They have migrated in order to improve their economic situation, to discover new lands, to avoid persecution or even death.

Therefore it is apparent that word ‘migration’ is very broad expression. International Organization for Migration (IOM) defined migration as “the movement of a person or a group of persons, either across an international border, or within a State. It is a population movement, encompassing any kind of movement of people, whatever its length, composition and causes; it includes migration of refugees, displaced persons, economic migrants, and persons moving for other purposes, including family reunification (Glossary on Migration, 2011, p.62-63).”

As the definition states there are many reasons for migration and they are all connected with searching for better conditions. “Typically, these forces are described by sociologists and economists in terms of “push” and “pull”. The “push” represents the state of things at home, such as the strength of the economy; the “pull” is the situation in the migrant’s target country, such as the prospects of finding a decent job (Keeley, 2009, p.36).” Push and pull factors can be various for every individual and group and they can change in relation to migrant’s actual situation. As an example we can provide the case of Honduras from OECD’s International Migration Insight: higher level of migration in the 1990s in Honduras suddenly rose in 1998 by Hurricane Mich. It destroyed infrastructure and many people lost a job or their wage fell low under the level of minimum. Huge poverty as a push factor and signing of bilateral agreements concerning working permit with Canada, USA,

Greece or Netherlands as a pull factor encouraged Honduras people to migrate (Keeley, 2009).

Push factor represents actual situation in the country of origin, which is wished by migrant to change (e.g. low wage, dissatisfaction with working conditions) while pull factor stands for future desired situation in the country of destination (e.g. higher remuneration, better working environment). Push and pull factors therefore reflect economic, political and social situation in certain countries and influence migrants in their decisions.

Together with the **country of origin** and the **country of destination**, the next category of countries that are touched by migration is **transit country**. Transit country is the country that migrants pass through (Glossary on Migration, 2011). As Koser observes, nowadays these three categories have become mutually interchangeable – the distinction among them has become less noticeable (Koser, 2007).

The 21<sup>st</sup> century is characterised by globalization, which contributes to more intense cooperation among countries, intensified cross-border flows of goods, services, labour and capital, cause that people are more willing to travel larger distances for work or even change their place of living permanently. According OECD migration will rise in both developing and developed countries either permanently or temporarily also thanks to the improvements in transportation while the Internet helps migrants with orientation in information about job prospects and way of life in other countries (Keeley, 2009).

Higher standard of living in developed countries has caused that average age of people is rising. Keeley adds that because of this fact, in the future there will be fewer working forces to cover populations of children and retirees. “Today in the United States, for example, there are about four people of working age for every retiree; by 2050, that ratio is forecast to fall to about two workers for every retiree. In Italy and Japan, the ratios will be closer to one to one. Migrants will continue to help to fill some of this gap (Keeley, p.7, 2009).”

Other very important facets of today’s society are geopolitical tensions and environmental crises. Countries that experience war or natural disasters produce considerable number of international migrants, mostly refugees. These people flee before the danger that drives them to travel large distances and during these journeys they are often exposed to life-threatening situations. This type of migration is called **forced or**

**involuntary migration** and it is characterised by IOM as „A migratory movement in which an element of coercion exists, including threats to life and livelihood, whether arising from natural or man-made causes (Glossary on Migration, 2011, p.39).“ Many of them migrate illegally paying a smuggler for their transport into the country of destination. **Illegal/irregular/ clandestine/undocumented migration** – all these attributes describe “entry, stay or work in a country without the necessary authorization or documents required under immigration regulations (Glossary on migration, 2011, p.54).”

Apart from the aim and form of migration, another important criterion in terms of migration is space in which the migration is realized. As the definition of IOM suggests, migration can exist “either across an international border, or within a State.” The latter one is called **internal** migration and it is defined as “a movement of people from one area of a country to another area of the same country for the purpose or with the effect of establishing a new residence. This migration may be temporary or permanent. Internal migrants move but remain within their country of origin (e.g. rural to urban migration) (Glossary on Migration, 2011, p.51).” Internal migration is very common occurrence that can lead to development of a certain area in a country or bring new challenges into migrants’ lives – either positive or negative.

The second type is **international** migration when migrants cross the borders of one country to get to another country. According to United Nations statistics total international migration represents 152.563.212 people in 1990 and it has been growing every year – in 2015 it amounted to 243.700.236. Higher proportion of international migrants are from developed countries and there are more men than women (1990 – 2015). Although this is not true for Europe, Latin America and Caribbean, North America, Oceania and Russian Federation where the proportion of women is higher. The area that added the most international migrants from 2000-2015 is Asia, the next one is Europe followed by Northern America and Africa (United Nations). International migration brings challenges of all kinds not only for migrant person but also for the country of destination. Depending on the culture, language or faith of the migrant’s home country these challenges can be easy or difficult to manage – especially when there are big cultural differences between the two countries. Some countries also regulate stay of foreigners on their territory so the barriers for migrants can be political too. These countries can grant (or not) migrant a permission – visa, which determines how long a person can stay in the country. In the case of asylum-seekers, the asylum granting can be long process and the request is not always accepted.

The duration of migrant's stay is another aspect of migration. Nowadays many people travel for work for a short period of time or they can stay in different country for longer time, e.g. for whole season. Seasonal jobs are very popular because there is an opportunity for people from less developed countries to earn more money in more developed countries. As an example of **seasonal or temporary migration** Boyle offers „A Turk working in Germany during the winter but returning to Turkey in the summer may be more appropriately thought of as a temporary migrant or seasonal worker (Boyle, 2014, p.35).“

Boyle further adds that a movement that is repetitive although not permanent and includes the same place of origin and destination is called **circulation**. As an example offers African nomadic tribes or business visitors. People who migrate for financial reason, i.e. work in other country and accumulate enough money to achieve their objective in country of their origin are referred as **return migrants**. They spend certain period of time outside their homeland for purpose of return, which is not always achieved (Boyle, 2014). Other reason for return can be also stabilization of a war or political conflict in a country as it was after the Kosovo War in 1998 when many refugees rapidly returned. Concerning Mexican migrants in the USA, only one third of them remains there more than 10 years (Senker, 2008).

Regarding **permanent migration** and categories of entry to OECD countries, the International Migration Outlook 2016 presents these data: in 2014, the most common category of entry was family<sup>1</sup> (33%), free movements (32%), work (14%), and humanitarian (9%). “In terms of migration, humanitarian issues drew most of the OECD countries' attention in 2015. However already in 2014 humanitarian migration was the fastest growing category in the OECD area ... with the highest increases (in absolute terms) observed in the United States, Germany, Sweden and Italy (International Migration Outlook, 2016, p.18).” And the last categories are accompanying family of workers (7%) and other (5%). (International Migration Outlook, 2016)

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<sup>1</sup>“Family reunion – the entry of dependent spouses, children and other relatives of previous primary migrants – remains the largest single entry category in many places (Castles, 2013, p.7). “

## 1.2 Migrant and asylum-seeker

As we described in previous subchapter people migrate for various reasons. To look for the new opportunities, provide for a family, live in better conditions or flee from dangerous situations. There is no single definition of a migrant that would be considered as the right one. Therefore we offer the definition of United Nations (UN), International Organization for Migration (IOM) and Organisation for Economic Co-operation and Development (OECD) as these organizations are the most competent in this matter.

“The United Nations defines migrant as an individual who has resided in a foreign country for more than one year irrespective of the causes, voluntary or involuntary, and the means, regular or irregular, used to migrate. Under such a definition, those travelling for shorter periods as tourists and businesspersons would not be considered migrants. However, common usage includes certain kinds of shorter-term migrants, such as seasonal farm-workers who travel for short periods to work planting or harvesting farm products (Glossary on Migration, 2011, p.62).”

International organization for migration gives different definition – in contrast to UN’s definition, migrant is considered any person irrespective of a length of the stay: „IOM defines a migrant as any person who is moving or has moved across an international border or within a State away from his/her habitual place of residence, regardless of (1) the person’s legal status; (2) whether the movement is voluntary or involuntary; (3) what the causes for the movement are; or (4) what the length of the stay is (International Organization for Migration, Key migration terms).“

OECD’s definition refers to definition of the UN and explains various types of migrants: “According to the United Nations recommendations, migrants consist of four categories: long-term immigrants (or emigrants), short-term immigrants (or emigrants), residents returning after (or leaving for) a period working abroad, i.e. short-term emigrants returning (or leaving); and nomads (OECD, Glossary of statistical terms).”

This definition provides also another division of migrants - into immigrants and emigrants. IOM describes **immigrant** as a person who arrives to a country that is not a country of their origin and **emigrant** is a person who leaves their home country (Glossary on Migration, 2011). These definitions are very broad and comprise different types of migrants; Koser divides them into three categories. The first category consists of voluntary

and forced migrants. The next one includes political and economic migrants and the last category's division is into legal and illegal migrants. These categories however overlap and distinction is not always definite in reality. Often happens that migrants change categories or types within categories, e.g. migrant leaves the country of their origin voluntarily but due to a change of government or burst of a war he or she cannot return so that becomes an involuntary migrant (Koser, 2007).

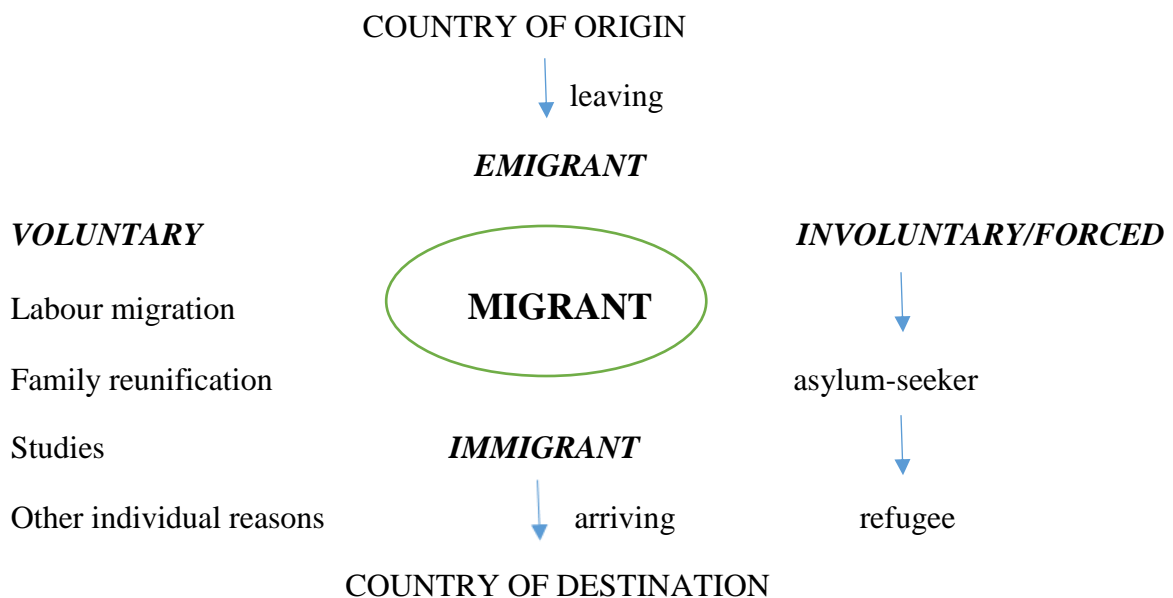
As we mentioned in previous subchapter, **involuntary** or **forced** migrant experiences certain unfavourable situation caused by nature or people and therefore they are forced to find more suitable environment for them. Forced migration however embraces many aspects as Martin explains – the manner of travelling, whether it is legal or illegal, with help from external factors such as governmental help (non-profit organizations), social and diaspora<sup>2</sup> networks and issues concerning human rights or asylum granting (Martin, 2014).

Not all of them manage to leave the country of origin though. Those who do not succeed in reaching the country of destination (due to the financial or other reasons) and are 'trapped' in miserable conditions are called **internally displaced persons** (IDPs). As UNHCR, the UN Refugee Agency declares, these people did not cross the borders of their own country and seek protection within it (UNHCR, Internally Displaced People). In the Global Report on Internal Displacement 2016 (GRID) their statistics point out the fact that "there were 40.8 million people internally displaced worldwide as a result of conflict and violence as of the end of 2015. This represents an increase of 2.8 million from our 2014 estimate and the highest figure ever recorded. It is twice the number of refugees in the world (GRID, 2016, p.8)." 8.6 million new displacements related to conflict and violence in 2015 were continuation of the crisis in Middle East, where Yemen, Syria and Iraq represented the highest numbers of IDP. However, higher number of new displacements was recorded in relation with disasters (19.2 million new displacements). Countries affected by disasters (113) exceeded more than twice the number of countries affected by conflict and violence (28). The highest numbers of IDPs were reported in India, China and Nepal (GRID, 2016).

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<sup>2</sup> „Diasporas are broadly defined as individuals and members or networks, associations and communities, who have left their country of origin, but maintain links with their homelands. This concept covers more settled expatriate communities, migrant workers based abroad temporarily, expatriates with the nationality of the host country, dual nationals, and second-/thirdgeneration migrants (Glossary on Migration, 2011, p. 28).“

Refugee is the term that is often being used incorrectly. As Koser explains, the status of **refugee** is granted to a person who applied for asylum in certain country. The person who applies for asylum is asylum-seeker. During the process of asylum-granting „criteria of the 1951 United Nations Convention relating to the Status of Refugees „must be followed. When their application is not approved they can appeal and after unsuccessful attempt they are expected to leave the country (Koser, 2007).



**Diagram 1.1 : Types of the migrants**

### 1.3 Brief history of the migration in Europe

Europe is a continent that had hosted various nations through centuries and that resulted in its unique multicultural background. Migration flows were changing in relation to the actual situation and the consequences of many migratory movements are visible even in the present. In the study *Moving Europeans: Migration in Western Europe since 1650*, Moch describes four periods from seventeenth to twentieth century. She categorized them as follows: „pre-industrial Europe c. 1650-1750, the early industrial age c. 1750-1815, urbanisation and industrialisation c.1815-1914 and the twentieth century c. 1914-1990.“

Every period had a particular migration pattern that prevailed however other patterns were present too. Pre-industrial Europe was typical of local migration – people were migrating to the closer area in pursuit of land, labour and marriage. In the age of early industry it was the chain migration (established migrants would bring their families with them) that contributed to the growth of cities. The nineteenth century, which brought urbanisation and industrialization, was the century that stimulated not only economy but also migration. People were travelling longer distances, even crossed the ocean. Rural migration was replaced by circular migration – better infrastructure that was result of overall development so typical for this century facilitated higher mobility. Also chain migration took place in urban environment and career migration (institutions determined the timing and destination of migration) was introduced (Moch, 1992). “The beginning of mass emigration from Europe is usually dated to the early nineteenth century. Jean-Claude Chesnais (1986) argues that over a whole century, in the period 1815-1914, more than 60 million inhabitants of Europe (one fifth of its 1850 population) abandoned the continent of origin and, according to Russell King (1996), approximately 50 million Europeans moved to other continents between 1850 and 1914 (Okólski, 2012, p.8).“

„The mobile age of the nineteenth century was succeeded by a period in which migration control became dominant and in which questions of citizenship, legal statuses, proper documents and work permits became more important in order to migrate, to return or to settle (Torpey 1998, 2000; Groebner 2007).“ In the period after World War II many European states became more involved in matters of migration and „the state gained a stronger monopoly over the legitimate means of movement, including the bureaucratic and technological capacity to enforce migration rules (Torpey 2000; Broeders 2009).“

Two examples of the states’ interventions in this period have been mentioned in the IMISCOE Research *Mobility in Transition*. „The labour recruitment policies of Western European states for foreign labour in the 1960s and the restrictive immigration policies from the late 1980s to limit labour migration and asylum seekers (Mobility in Transition, 2013, p.22).“ The restrictive immigration policies were reactions towards guest labour migrants who in many cases prolonged their stay in the host country or even brought their family (family reunification). These migrants mainly came from former colonies (UK, France) and Mediterranean countries or Turkey (Germany, Austria, Scandinavian countries) (Dustmann, Frattini, 2011). Although these inflows were welcomed „due to the economic expansion of Western and Northern Europe, and the accompanying need of their industries for low skilled

labour (Dustmann, Frattini, 2011, p.6)“, unemployed migrants and their families represent a threat to a social system or overall welfare of a country (Mobility in Transition, 2013).

However this point of view is quite new because „in the 1970s and 1980s, countries like Belgium, Germany, France and the Netherlands had included migrants (especially the former guest workers and their families) in the welfare state by giving them comprehensive social rights and limited political rights (Guiraudon 2002: 150).“

The period from the end of the Second World War till the change of political regime was a period when migration concerned people from Western Europe on the one hand and Central and Eastern Europe (CEE) on the other. Process of de-colonization and the foundation of the European Economic Community in 1957 also contributed to higher migration rate on the European continent (Dustmann, Frattini, 2011). European Union became an important factor in a field of migration and its regulation. The Schengen Agreement (1985) was step towards the free movement of persons and it not only enhanced economic situation and development but also brought about terms like globalization or multicultural society. Growing cultural diversity caused by emigration from culturally distant countries (refugees from Balkan countries, Asia or Middle East, inhabitants of former colonies) also shows that the new type of migrants „covers longer distances and more diverse destination countries. This new circular migration is facilitated by the fading of borders within the enlarged EU, changing technologies and by reduced telecommunication and travel costs (Mobility in Transition, 2013, p.24). “

Concerning the asylum-seekers we can observe that „The highest influx of the migrants concerning the country of origin is from Syria. In 2015 there were submitted 1.3 million applications and almost half of them were submitted to Germany and Sweden. Approximately 15% of the migrants applied for the asylum in Hungary. Almost  $\frac{3}{4}$  of the migrants were men and more than a half were between 18-34 years old. 363.000 migrants were from Syria, 178.000 from Afghanistan and 122.000 from Iraq (Antalová, 2016). “

## **1.4 EU Migration Policy**

One of the fundamental rights that EU guarantees for its citizens is the freedom of movement. EU's aim has become a creation of safe space for life and primarily protection of human rights and freedoms. Migration policy at EU level is a coordinated policy which means that there is an adoption of directives that determine minimum standards which govern the area of migration policy. Each member country should adopt a directive to its legal system. EU migration policy does not cover only the migration of EU member states citizens but also third-country nationals. The creation of the EU migration policy is closely linked to the existence of the mentioned freedom of movement. Therefore EU migration policy can be divided into internal and external one.

The term internal migration has become actual since 1985 when 5 member states namely France, Germany, Belgium, Netherlands and Luxembourg concluded the Schengen Agreement which abolished border checks in EU. Internal migration policy is based on migration inside of the EU. This migration has economic character and it is included in freedom of movement as a part of 4 freedoms of the EU. Internal migration was at the beginning regulated by the Schengen Agreement I and II but later on was incorporated into the Treaty of Amsterdam, the Treaty of Nice and the Treaty of Lisbon. The internal migration policy also comprises non EU countries – Iceland, Norway and Switzerland, which are members of the Schengen Area.

External migration policy was created as a consequence of formation of the common migration area without border checks in EU member states and it aims to coordinate migration policies of member states. There was held the conference in Finnish city Tampere in 1999 where all the representatives of EU member states approved the program for development of the migration policy of the Union. Since 2010 the Stockholm Programme is in force and through this programme blue cards are granted to selected economic migrants. External migration policy is a part of the Treaty of Nice and the Treaty of Lisbon. The basis of the External migration policy is the freedom of movement within EU as well as migration flows outside the EU. It also reflects unfavourable demographic course of the European society, with its ageing population. There is an ambition to eliminate the negative impacts of this phenomenon and also attempt to support highly qualified workers. However, in comparison with countries like USA or Australia the success rate is quite low. The common tool of the external migration policy of the EU is the common visa policy. Its function is an

application of the equal principles after granting visa in every country of the Schengen area (European Commission-priority-migration).

Advantages connected with the migration in EU should be used mostly by the citizens of EU – the advantages to study, work and travel in any member state. However, there are also the flows of migrants from non-EU countries. We can divide them into four categories: North Africa, former USSR countries, areas of war conflicts, former colonies (in the past). Nowadays it is the situation of many refugees who died in Mediterranean Sea trying to get to Europe that drives attention. European Agenda on Migration 2015 is the reaction to these happenings. Migration, Home Affairs and Citizenship Commissioner Dimitris Avramopoulos said: „Europe cannot stand by whilst lives are being lost. The European Agenda on Migration concretely responds to the immediate need to save lives and assist frontline countries with bold actions, including strengthened presence at sea... (Avramopoulos, European Commission – Press release, 2015). “

New migration policy guarantees closer cooperation with the countries of origin of migrants and with the transit countries. The European Agenda on Migration presents Immediate Action measures:

- *Tripling the capacities and assets for the Frontex joint operations Triton and Poseidon in 2015 and 2016. An amending budget for 2015 was adopted today to secure the necessary funds – a total of €89 million, including €57 million in AMIF and €5 million in ISF emergency funding for frontline Member States – and the new Triton Operational Plan will be presented by the end of May;*
- *Proposing the first ever activation of the emergency mechanism to help Member states confronted with a sudden influx of migrants under Article 78(3) TFEU. By the end of May, the Commission will propose a temporary distribution mechanism for persons in clear need of international protection within the EU. A proposal for a permanent EU system for relocation in emergency situations of mass influxes will follow by the end of 2015;*
- *Proposing, by the end of May, an EU-wide resettlement scheme to offer 20 000 places distributed in all Member States to displaced persons in clear need of international protection in Europe with a dedicated extra funding of €50 million for 2015 and 2016;*

- *Working on a possible Common Security and Defence Policy (CSDP) operation in the Mediterranean to dismantle traffickers' networks and fight smuggling of people, in accordance with international law.*

*The four pillars of the new Agenda on Migration are:*

- *Reducing the incentives for irregular migration*
- *Border management – saving lives and securing external borders*
- *Europe's duty to protect: a strong common asylum policy*
- *A new policy on legal migration*

(European Commission – Press release, 2015)

The European Union aims to accept 40 thousand refugees in two years and 785 of them should be allocated to the Slovak Republic. Member states will receive the allowance of 6.000 euros for every refugee. The Slovak Republic government objected to this decision and took a negative stand towards this issue. Prime Minister Róbert Fico says that decisions, which the European Commission approved are against the principle of voluntariness and force the migrants to come to a certain country of EU without choosing it voluntarily. In the long term, Slovakia is considered as one of the most inferior countries when handling foreigners. The lately published rating of Mipex agency (it analyses the impact of measures for the support of migrants' integration) shows Slovakia placed on 34th place (from 38 countries in total). Many Slovak experts claim that it is the fault of migration policy which should be revised and at the same time the disinterest of competent people to solve this issue is causing fear and prejudices of citizens (Ostrovská, 2015).

## **1.5 Migration policy of the Slovak Republic**

### *1.5.1 Coordination with the EU migration policy*

According to IOM, Slovakia is not a typical country of destination to be chosen by migrants. It is culturally homogenous country which was not touched by immense increase in 20th century. Slovakia has had solely function of a country of origin for the migrants who emigrated for various reasons.

The change came with Slovakia joining the EU and Schengen Area. Since 2004 the illegal and asylum migration has decreased while legal migration increased four times. Despite the fact that during 2004 – 2008 Slovakia was in the second place (from all EU countries) in immigration growth, the share of foreigners in comparison with other EU member states stays low. Foreigners represent 1.7% of population in Slovakia and this number is slowly but steadily rising: in 2016 there were 8460 more foreigners than previous year which represents 10% increase.

Apart from the social motives of migration like family reunification or marriage of a migrant and Slovak citizen, the most common motive of migration is labour or studies (Migrácia na Slovensku, IOM).

*Facts and numbers:*

- *93 247: the number of foreigners with residence permit in Slovakia.*
- *Traditionally, the highest number of foreigners comprises inhabitants of neighbouring countries which have some sort of social, family or work-related bonds with the country.*
- *Another important group of foreigners consists of people coming from South and Eastern Europe (Romania, Bulgaria, Russia, Serbia) which represent 21.4% of all foreigners in Slovakia.*
- *The migrants from Asian countries (Vietnam, China, Republic of Korea and Thailand) who belonged among the most dynamic developing group of migrants represent less than 7.4% of all foreigners in Slovakia (the number is 6900).*
- *Ukrainians comprise 14% of all foreigners in Slovakia – the most numerous group from EU and non-EU countries.*
- *In 2016, 167 persons were granted asylum (159 of them for humanitarian reasons) in the Slovak Republic. Asylum seekers were mostly the citizens of Ukraine, Afghanistan, Iraq, Syria and Pakistan (Migrácia na Slovensku, IOM).*

Slovakia is a member of various communities and organizations dealing with migration, e.g. EU, UN, OSCE, OECD...The most influential in this matter is European Union which sets legal and political framework. In the last few years EU approved a number of new strategic documents which determine its policy in this area and which need to be taken into account while forming and implementing the national migration policy. Those

documents are in particular *Treaty on the Functioning of the European Union, Global Approach to Migration and Mobility, European Agenda on Migration, Stockholm Programme* (Immigration Policy, Fact sheets on the European Union, European Parliament).

„The objective of the migration policy is, in compliance with the national interests of the Slovak Republic:

- *to create adequate conditions especially within the area of legal migration, while taking into account the priorities, needs, and abilities as concerns receiving of migrants, including their integration within the society,*
- *to strengthen the effectiveness of border control as concerns the movement of persons and the fight against illegal migration,*
- *to contribute to the adoption of the unified European asylum system, and*
- *to participate in the development of global partnerships with countries of origin and transit in order to strengthen the coactions created between migration and development and thus to contribute to an increase in the quality of the life of inhabitants of the Slovak Republic.*

*Within fulfilment of objectives of the migration policy the principles of active participation in the tasks of the European Union in the area of border control, immigration and asylum, shall be reasonably applied along with compliance with the constitution, laws, sovereignty, regulation of migration, compliance with human rights and freedoms, flexibility and ban on discrimination* (Migration policy of the Slovak Republic, Perspective until the year 2020, p.4, 2011).“

These objectives come from the document *Migration policy of the Slovak Republic, Perspective until the year 2020* and by this document the Government of the Slovak Republic aims to implement and develop more effective migration policy. It also reflects a willingness to coordinate national policy with the migration policies of individual states within the EU and respect towards the functioning and standards of the European Union (Migration policy of the Slovak Republic, Perspective until the year 2020, 2011).

### *1.5.2 Slovakia and its partial objectives (according to Migration policy of the Slovak Republic, Perspective until the year 2020)*

In this subchapter we would like to analyse the objectives that can be considered as pillars of the present and future migration policy of Slovakia and these are described in details in the document *Migration policy of the Slovak Republic, Perspective until the year 2020*.

1. **Legal migration** – in this area it is important to make the process of visa and residence permit issue more efficient while making use of the information and communication technologies and continuously improving the language skills of the officers working with the Aliens Police Office. Also there should be an execution of regular analyses of the needs of the national economy and the economic contribution of individual groups of economic migrants with the aim to ensure the balance on the labour market. Based on these analyses the government should update the legislative and work preconditions creating more flexible forms of entry and residence of migrants. The conditions should be adaptable also for the migrants from the third countries. To define the rights and obligations of migrants, including the social assurance for them, recognition of achieved education and qualifications. Thorough execution of control of migrants, focusing on prevention of their illegal residence, employment or business activities, and application of equal terms and conditions of work, including wages and social assurance in order to safeguard protection of migrants and create information and consultancy centres for them.
2. **Integration** - An emphasis is on human rights and tolerance and the fight against discrimination and intolerance. Monitoring, evaluating and amending of the regulations. Very important aim is to create the conditions for implementation of the integration policy on the regional and local levels and interconnect respective organizations. To ensure the possibility to learn Slovak language and education for migrants as concerns the social and cultural orientation.
3. **Emigration and qualified labour force** - *Along with some positive elements, the development of the society has also brought some negative features that involve mainly the emigration of qualified labour force as concerns both the category of*

*people with tertiary education and the category of shortage worker professions. The Slovak Republic was not sufficiently prepared for this phenomenon, which meant that the labour market lost the qualified labour force. Currently, there is neither a concept of migration of citizens of the Slovak Republic to other countries and back to Slovakia nor any programs for the integration of returning workers within the Slovak labour market and this problem has surfaced especially during the current financial and economic crisis.*

- 4. Illegal migration, returns, and human trafficking** – In order to prevent illegal migration the crucial step is the adoption of legislative, organisational, and administrative measures as well as the control and sanctions applicable to illegal employment of migrants and execution of security reviews in respect of visa applicants. Concerning the return policy, the Slovak Republic prefers the possibility to carry out assisted voluntary returns, provided that the character of any given case and purpose of proceedings allow it, to forced returns. The fight against human trafficking and smuggling of migrants is realized by strengthening of the control over agencies offering jobs abroad, increasing of a general awareness through information campaigns and more efficient international cooperation of law enforcement bodies through deepening of the cooperation with other state and international institutions.
  
- 5. Protection of borders** – consist in activities that should prevent illegal crossing of the Slovakia's external land and air borders. Main tasks are to define national plans for management of border control, its implementation and development. Development of a technical security system and application of modern technologies that guarantee interoperability of systems. To control the borders with the emphasis on the implementation of electronic registration of entries and exits. To cooperate with the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (FRONTEX). To prepare professionally the officers performing the control of external borders.

- 6. International protection, migration, and development** – The Slovak Republic fully supports all activities aimed at the adoption of a Common asylum system of the European Union and provides the protection in the form of asylum and subsidiary protection. *In Europe where there are no internal borders, it is practically impossible for member states to implement migration policies separately. At the same time, the strengthening of the cooperation and interconnecting of migration policies with other policies, especially the development policy and employment policy have been increasingly promoted.* Concerning migration policy of Slovakia it is necessary to increase the coherency between the migration policy and development policy and to purposely direct the development aid to the countries with given priority within the development aid provided by the Slovak Republic.
- 7. Institutions** – *The institutions engaged in the migration policy should be perceived at two levels – international and national. From the international point of view, they include the bodies and organisations of the UN and other international organisations and especially structures of the European Union (Parliament, Council, Commission, Committees, EASO – European Asylum Support Office, FRONTEX, EUROPOL, etc.).* On the national level, these include the bodies and institutions having the contact with migration. The creation of the Immigration and Naturalization Office (INO) as an independent office within the Ministry of Interior of the Slovak Republic is one of the main tasks in the area of the migration policy (Migration policy of the Slovak Republic, Perspective until the year 2020, 2011).

## 2. Cultural adaptation

### 2.1. Acculturation

To introduce the term acculturation we start with the definition offered by IOM and it is defined as “A series of changes in cultural mores (ideas, words, values, norms, behaviour, institutions) resulting from direct and continuous contact between groups of different cultures, particularly through migratory movements or economic exchanges. Acculturation can occur when one group adopts the traits of the dominant culture of a society in public life while keeping its own culture in the private sphere (Glossary on Migration, 2011, p.7). “

The definition explains that the migrant acculturates to a new culture but in the same time they keep their own culture. In the context of identity, it is important during the acculturation process not to lose their own specific cultural traits. The acculturation is a gradual process which is often long-term (depending on a cultural distance between the country of origin and the country of destination) and requires that the migrant during the process will participate actively in the new culture and other way around – the members of a host country will accept the cultural differences. As Kriglerová and Kadlečiková comment we cannot assume that the approach of the other culture to the ethics and culture must be different based on the colour of skin or a different language. It is important for the society to create a sense of belongingness for all the members regardless of their culture which is possible only if the majority population accepts them. On the other hand it is also crucial for the members of the other culture to accept all the things that the new culture represents (Kriglerová, Kadlečiková, 2009).

The integration as the best way of an adaptation of migrants in a new environment is offered by **Berry's model of acculturation**. This model introduces terms like integration, assimilation, separation and marginalization. The integration takes place when a group of migrants tends to keep their specific cultural traits while the majority population accepts these traits. If the migrants abandon their original culture and fully accommodate to different culture this is called assimilation. Separation comes when migrants maintain their culture but the majority population does not want to accept their culture. The last one,

marginalization, is the situation when the migrant group loses their culture specifics and at the same time it is pushed on the edge of the society by the majority population (Berry, 1990).

*“We can assume that in Slovakia are separated and marginalized mostly the asylum-seekers, refugees and people of a different colour of skin and this is based on prejudices on the part of the majority population. Assimilation and integration is common for the people originated from Slavic countries or economically developed countries. This model clearly points out the fact that during the acculturation of the migrants the most important is not only their effort but also a readiness of the majority population for an unknown. In the present the multiculturalism is defined as the readiness of the major population for an unknown and it is a basis of all integration strategies in developed democratic countries (Popper et al., 2006, p.7).”*

## **2.2 Integration and models of assimilation**

“While the term is used and understood differently in different countries and contexts, “**integration**” can be defined as the process by which migrants become accepted into society, both as individuals and as groups. It generally refers to a two-way process of adaptation by migrants and host societies, while the particular requirements for acceptance by a host society vary from country to country. Integration does not necessarily imply permanent settlement. It does, however, imply consideration of the rights and obligations of migrants and host societies, of access to different kinds of services and the labour market, and of identification and respect for a core set of values that bind migrants and host communities in a common purpose (Glossary on Migration, 2011, p.51).“

During the years of the migration many **models of assimilation** were created and three of them describes Antalová in her article *Migrants and their assimilation in Slovakia*

**1. Assimilation model** - “The migrants are perceived as equal members of a society when they adapt to the patterns of a host culture, according T. Faist it consists of three levels:”

- Cultural assimilation – in this level the migrant assimilates to the language, customs and values of the host country that is all the cultural traits that make the culture specific and unique.

- Social integration – the migrant is supposed to integrate to the society by cooperation with institutions, e.g. work, studies or other public institutions. It is crucial for the migrant to be assimilated well in the first level as the social integration requires active participation and knowledge about the culture.
- Identifying assimilation – the last level usually come after a longer period of time. The migrant feels as a member of a host culture (which he does not perceive as a host anymore) and a sense of belonging is present.

This model can be effective but it is important that the migrant pass from one level to another and that there is an interaction with the society. Also it is crucial for the society to be supportive so the migrant will be encouraged to penetrate deeper into the culture and lose the feelings of uncertainty.

The assimilation model was introduced in France and its political concept lies in a domination of one language and one culture.

**2. Ethnic-exclusion model** - this model was introduced in Germany when the country invited Turks to fill the gap in a workforce. The migrants' stay is perceived as a short-term one and the migrants are supposed to return to their country of origin. The laws also adjust the process – in the beginning support the influx of immigrants but eventually the restriction laws aim to reduce it.

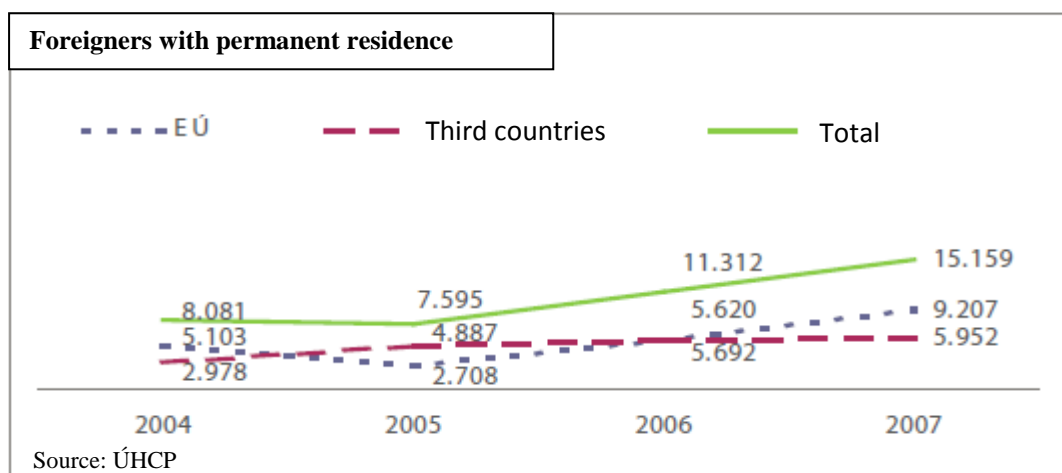
**3. Multicultural model** – multicultural model takes into account ethnic diversity of the migrant's culture. It does not put pressure on the migrant to adopt cultural patterns of a behaviour of a host country. The role of a state is to point out the difference in the migrant's social and cultural origin. This model is linked with the multiculturalism and as a political concept of an integration it has two forms – liberal and conservative. “The conservative model considers particular ethnic groups as relatively closed communities and acknowledges them relative autonomy under certain conditions. The liberal one perceive the traits of various ethnic groups which they have in common as well as those which are different. It is based on the idea of a human equality thus it supports their integration into the civil society.

## 2.3 Slovakia as a host country

Migration started to be an important term in Slovakia after 1989 when it served as a transit country for the people heading to Western European countries (Vašečka, 2009). Divinský claims that until that time Slovakia was solely an emigration country (Divinský, 2007). This confirms Uherek who states that in 1989 lived in Czechoslovakia 35 298 foreigners with residence permit, 7 899 with long-term residence permit and 27 325 with permanent residence permit while during next four years the number of foreigners more than doubled (77 668) (Uherek, 2005). These numbers show that the new immigration waves started when political reasons of emigration were slowly replaced by economic and non-economic reasons.

The change of the political regime shifted the country's character from emigration to transit country, later to the immigration one due to better economic situation. „Until 1993 the majority of immigrants had Czech nationality (in 1993 it was 80% of all the immigrants). Since the formation of the Slovak Republic, immigrants from Europe represented 80-90% although this number has been lower in next years. However the share of Asian people was rising (Guličová, Bargerová, 2008, p.21).“

The next important element in a field of the migration was Slovakia's accession to EU. In the chart we can see a comparison of a number of immigrants from 2004 – 2007, so we can conclude that Slovakia's accession was a major element in a rising of the immigration.



**Graph 2.1 : Foreigners with permanent residence**

The rapid increase which we can see between 2004 and 2007 (around 7 000 people in total) slowed down in 2008 – in a period of global financial crisis (Štefančík, 2012). At the end of 2007 in Slovakia there were 41 000 foreigners with the residence permit. “The biggest group consisted of Czechs (5 113, 4 994 of them with permanent residence permit), Ukrainians and Poles. Immigrants from the former socialist countries had a job in construction industry, agriculture, textile, clothing and shoe industry (Divinský, p.77, 2005).”

Since 2004 until the end of 2010 we can observe the growth of the immigrants in Slovakia and although it is considered as a country with the lowest share of the immigrants in EU there is an upward tendency of migration (Štefančík, 2012).

In his research from 2010 Štefančík categorized the immigrants into four main groups:

- 1. Immigrants before 1989:** they were of African origin, from the former socialist countries and some Asian countries. Their motivation to come to Slovakia were better educational or working opportunities. They are well integrated and most of them hold qualified working positions. Some of them are entrepreneurs and majority of them even have Slovak citizenship. Their integration was facilitated because some of them live with a partner who is of Slovak origin. They are active in conserving their culture and identity.
- 2. War and political immigrants:** immigrants from the countries of the former Yugoslavia and later also from Iraq and Afghanistan or China and Georgia. It was easier for people from the former Yugoslavian countries to integrate as many of them had acquaintances in Slovakia unlike the immigrants from Iraq or Afghanistan for who the integration was conditioned by asylum granting. The uncertainty of a result of the process of asylum granting can interfere the integration process while the integration policy of the Slovak Republic is not helpful for people undergoing the process.
- 3. Labour migrants:** this group consists of migrants coming from the EU-15 countries and non-European investment countries, e.g. South Korea who mainly hold qualified

position with a good remuneration. Another group comprises the workers from Ukraine and Russia whose main motivation is higher wage and employees on a business trip. Employees of a foreign corporations do not tend to stay in Slovakia for a long period of time so the integration policy does not concern them. On the contrary, workers and entrepreneurs from the non-EU member countries are inclined to settle permanently, which is even more likely to happen when they have some acquaintances or find a partner.

- 4. Family immigrants:** the motives of these migrants to settle are family reunification or partnership although these were not primary motives for them to come (work or studies could be the motives). Those migrants whose primary motive was to get married also belong into this group. This category of immigrants had their integration process facilitated by their family or acquaintances (Štefančík, 2012).

### *2.3.1 Integration policy of Slovakia*

Introduced on 29 of January 2014 by Slovak Government, the document *Integration Policy of the Slovak Republic* (IPSR) represents the basic document and the foundation for building of a modern and purposeful policy concerning the integration of foreigners.

The integration of a foreigners plays important role in development of Slovakia as a country, which supports and respects the diversity, stimulates the labour market, entrepreneurial environment as an important driving force of economy, makes use of the foreigners' professional potential and at the same time offers the solution of the negative demographic trend.

IPSR deals with the questions of living, education, employment and social protection as well as cultural and social integration of the foreigners. The aim of the integration measures is to familiarize Slovak citizens with the legal status of the long-term legal foreigners in Slovakia in compliance with The Common Basic Principles for Immigrant Integration Policy in the EU. The emphasis is put on the raise of awareness of the situation and life of the foreigners in Slovakia and the ways of protection against the discrimination, racism and xenophobia. At the same time it is also focused on a regional and local level as

the local government and institutions are those which help with the integration of the foreigners and create the social cohesion among various communities and the majority society (Ministry of Labour, Social Affairs and Family of the Slovak Republic, 2014).

In her article *Migrants and their assimilation in Slovakia* Antalová sums up „the results of the various studies<sup>3</sup> focused on a survey of a migration policy effects. They were elaborated on the part of the state administration as well as of the migrants. The state administration workers evaluated the present situation and methods positively while the migrants were of opposite opinion. These are their suggestions:

- They recommend to apply the successfully working model of the foreigners' integration from some of the developed countries of EU.
- To adjust the law for obtaining the citizenship.
- The organization of the affordable Slovak language teaching.
- The participation on a public administration is impracticable because of the insufficient language skills.
- To correct the limited information about labour-law relationships.
- The Slovak authorities do not consider the entrepreneurship of foreigners as a positive for economy.
- There are problems with the qualification recognition.
- The conditions for the cultivation of their culture are insufficient.
- The dissatisfaction in the area of a faith integration. The orthodox migrants and Muslims emphasize that in Slovakia there is not enough option to practise their faith.
- The offer of a cheaper social housing is missing.
- More intense influence on the Slovak citizens so they would become accustomed to live in a multicultural society.

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<sup>3</sup> In references as Studies focused on a survey of a migration policy effects.

## **3. Research**

### **3.1 Aim, methods and participants**

The aim of the research is to define the problems that can occur during the process of accommodation of migrants in Slovakia. Firstly we carried out a comparison of Slovak and Iraqi culture based on Hofstede's cultural dimensions. We used the web page where it is possible to compare any two cultures. Then we commented the differences between these two cultures. The comparisons serve as the first hypothesis for our research. They show which can be the potential problems when these two cultures interact, what are the traits they have in common or the challenges they need to face. Then we compare them with the answers of the people who are in contact with the immigrants.

The second hypothesis is based on the results of Migrant Integration Policy Index 2015 (MIPEX) of the Slovak Republic. We confront the results with the answers of the same respondents as in previous comparison.

In the end we conclude and summarize the potential problems of migrant accommodation processes into Slovak culture.

### 3.2 Hofstede’s cultural dimensions comparison

“Professor Geert Hofstede conducted one of the most comprehensive studies of how values in the workplace are influenced by culture. He defines culture as “the collective programming of the mind distinguishing the members of one group or category of people from others”. The six dimensions of national culture are based on extensive research done by Professor Geert Hofstede, Gert Jan Hofstede, Michael Minkov and their research teams.

The model of national culture consists of six dimensions. The cultural dimensions represent independent preferences for one state of affairs over another that distinguish countries (rather than individuals) from each other. The country scores on the dimensions are relative, as we are all human and simultaneously we are all unique. In other words, culture can be only used meaningfully by comparison (Hofstede, Cultural Dimensions).”

Hofstede’s cultural dimensions model consists of six dimensions:

- Power Distance Index
- Individualism versus Collectivism
- Masculinity versus Femininity
- Uncertainty Avoidance Index
- Long Term Orientation versus Short Term Normative Orientation
- Indulgence versus Restraint

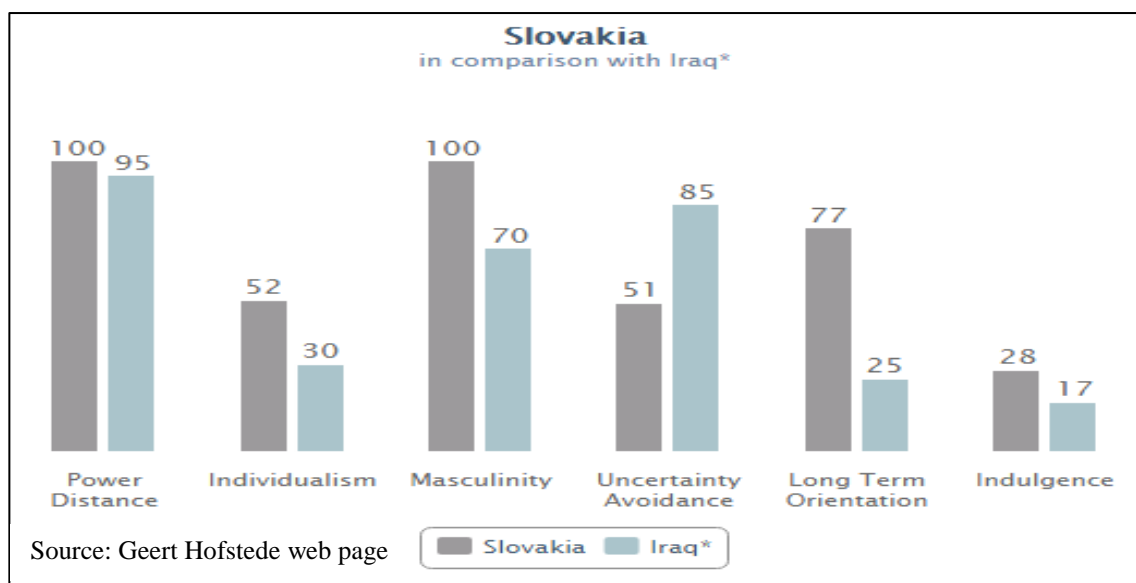


Diagram 1.2 : Slovakia in comparison with Iraq

### ○ **HIGH POWER DISTANCE VS. LOW POWER DISTANCE**

“This dimension deals with the fact that all individuals in societies are not equal – it expresses the attitude of the culture towards these inequalities amongst us. Power Distance is defined as *the extent to which the less powerful members of institutions and organisations within a country expect and accept that power is distributed unequally* (Hofstede, 2010).”

With the similar score of Slovakia (100) and Iraq (95) we can conclude that this dimension represents values that connect these two cultures. Both of the cultures appreciate hierarchy and highly accept authorities in a society. The inequality is perceived as natural for the both of them. The division of power in both societies is important indicator of their position in society. Either of the countries was not for certain time (Slovakia) or cannot be currently (Iraq) characterised as democratic countries. This also influences the division of power and feeling of subordination of less powerful group of people in society. People who live in democratic societies are more equal as they have tendency to cooperate between each other and depend more on themselves than on authorities.

The answers of the respondents for question *Do you think that people from Iraqi culture are used to depend on **authorities** (boss, social system, government), they are aware of **inequality in the society** and accept it as Slovaks do?* confirm that Iraqis depend on authorities although some of the respondents think that they tend to bargain as they are more temperament than Slovaks. One of the respondents compared Iraqi culture to African or Indian culture which are also high power distance cultures and demonstrate it on the fact that the less powerful members of society such as handicapped or old people are perceived by society as subordinate. I think that we can observe this phenomenon also in Slovakia where facilities and overall approach to this group of people are also inferior.

### ○ **INDIVIDUALISM VS. COLLECTIVISM**

„The fundamental issue addressed by this dimension is the degree of interdependence a society maintains among its members. It has to do with whether people’s self-image is defined in terms of “I” or “We”. In Individualist societies people are supposed to look after themselves and their direct family only. In Collectivist societies people belong to ‘in groups’ that take care of them in exchange for loyalty (Hofstede, 2010).”

With the low score of individualism both of the cultures are rather collectivist than individualist (Slovakia slightly more individual – 52 than Iraq – 30). This collectivist tendency is also connected with the political regime of these countries (past or present). The collectivist society is characterised by putting emphasis on relations and members of society think in terms of “we”. People from collectivist culture tend to not to express their opinions in order to maintain harmony what is apparent also in Slovakia whether in schools or in workplace.

The answers of the respondents for the question *Do you think that the Iraqi culture is rather **collectivist** that **individualist**, the same as Slovak (close family relations, relations in a workplace, necessity to belong to some community)?* confirm our hypothesis that Iraq is collectivist culture. The respondents think that in general they are sociable, they highly value relationships and tend to stay in touch with their acquaintances. However some of them claim that their new life situation – the loss of security, home and withdrawal from their natural environment – makes them more individual, trying to take care of themselves and to secure the closest family.

#### ○ **MASCULINITY VS. FEMENINITY**

„A high score (Masculine) on this dimension indicates that the society will be driven by competition, achievement and success, with success being defined by the winner / best in field – a value system that starts in school and continues throughout organisational life.

A low score (Feminine) on the dimension means that the dominant values in society are caring for others and quality of life. A Feminine society is one where quality of life is the sign of success and standing out from the crowd is not admirable. The fundamental issue here is what motivates people, wanting to be the best (Masculine) or liking what you do (Feminine) (Hofstede, 2010).“

Slovakia scoring 100 and Iraq 70 are therefore considered masculine cultures. Iraq is less masculine than Slovakia which can be observed e.g. in more intense community feeling. Other traits like accepting different roles of men (assertive, ambitious, though) and women (tender, taking care of relationships), ambition to achieve something, pride and the need to live in order to work are typical for masculine culture and both Slovakia and Iraq are characterised by these traits.

The opinion of all the respondents about the question *Do you think that Iraqi culture is more masculine (traditional division of roles between men and women, money and success is important, ego) or feminine (orientation towards relationships, quality of life, gender equality, compromise) in comparison with the Slovak culture?* was that Iraqi culture is definitely masculine – man is supposed to provide for family whereas woman’s role is to take care of children and maintain a household.

○ **HIGH UNCERTAINTY AVOIDANCE VS. LOW UNCERTAINTY AVOIDANCE**

“The dimension Uncertainty Avoidance has to do with the way that a society deals with the fact that the future can never be known: should we try to control the future or just let it happen? This ambiguity brings with it anxiety and different cultures have learnt to deal with this anxiety in different ways. The extent to which the members of a culture feel threatened by ambiguous or unknown situations and have created beliefs and institutions that try to avoid these is reflected in the score on Uncertainty Avoidance (Hofstede, 2010).”

The traits of this dimension can vary in the case of Slovakia and Iraq. Slovakia with the score of 51 does not avoid uncertainty as much as Iraq does with the score of 85. We have to take into account that Iraq with its Islam religion belongs to the most orthodox and traditional countries. Therefore the typical traits are more laws and rules, the fear of unknown, intolerance towards what is different, need for clarity and structure, ... On the other hand, Slovakia as a culture with lower uncertainty avoidance is less emotional, is not afraid to take risks and also the raising trend of changing the job more often is probably the effect of better economic situation in country. The stable economic situation is closely related to the low uncertainty avoidance because people are used to live in environment where they are not afraid to take risks.

The responses to the question *Do you think that the members of Iraqi culture tend to express higher uncertainty avoidance than Slovaks (they follow what is known, lower tendency to risk, the need for rules, expressing of emotions)?* were unified – all of the respondents think that considering the Iraqi immigrants’ situation they are afraid of future, they avoid challenges and changes and have problems with adapting to the new rules.

## ○ LONG TERM ORIENTATION VS. SHORT TERM ORIENTATION

“This dimension describes how every society has to maintain some links with its own past while dealing with the challenges of the present and future, and societies prioritise these two existential goals differently. Normative societies which score low on this dimension, for example, prefer to maintain time-honoured traditions and norms while viewing societal change with suspicion. Those with a culture which scores high, on the other hand, take a more pragmatic approach: they encourage thrift and efforts in modern education as a way to prepare for the future (Hofstede, 2010).”

The significant difference in score of Slovakia (77) and Iraq (25) in this dimension can possibly represent misunderstandings or more complicated communication between these two cultures. Slovakia as a long term oriented is typical of making an effort toward slow results, Slovaks are more oriented toward future, there is not a “universal truth”- everything depends on circumstances. They have more pragmatic approach: they encourage thrift and efforts in modern education as a way to prepare for the future. On the other hand, Iraqi culture is more prone to traditions and oriented toward the past or present. There are universal guidelines about what is good and evil.

What is also confirmed by the respondents (the question *Do you think that there is the difference between Iraqi and Slovak culture concerning **short term** (values oriented towards the past and present such as actual consumption, traditions, social duties and necessity for quick results) and **long term orientation** (values oriented towards the future such as saving money, persistence, acceptance of change, preference of long term commitments?)*) is the fact that Iraqis expect that the effort should produce quick results and that they are highly dependent on traditions.

## ○ INDULGENCE VS. RESTRAINT

“One challenge that confronts humanity, now and in the past, is the degree to which small children are socialized. Without socialization we do not become “human”. This dimension is defined as the extent to which people try to control their desires and impulses, based on the way they were raised. Relatively weak control is called “Indulgence” and

relatively strong control is called “Restraint”. Cultures can, therefore, be described as Indulgent or Restrained (Hofstede, 2010).”

With relative low score of 28 (Slovakia) and 17 (Iraq) both of the countries tend to restrain their impulses. People incline to believe that what happens to them is not their own doing and they often have the feeling of helplessness. As it is quite common in Slovakia, people tend to remember the negative emotions rather than positive and in general they do not consider themselves as “very happy”.

The answers on the last question *Do you think that likewise the Slovak culture also the Iraqi culture is characterised by **restraint**? For example, the leisure time is not so important, what happens to me is not my own doing, rather negative than positive thinking, the need of regulation, rather materially motivated?* confirm that Iraqi culture is characterised by restraint – the leisure time is not very important to them, they are materially motivated and tend to think in a negative way (which can be influenced also by their current situation in life).

### **3.3 The Migrant Integration Policy Index 2015 of Slovakia**

„The Migrant Integration Policy Index (MIPEX) is a unique tool which measures policies to integrate migrants in all EU Member States, Australia, Canada, Iceland, Japan, South Korea, New Zealand, Norway, Switzerland, Turkey and the USA. 167 policy indicators have been developed to create a rich, multi-dimensional picture of migrants' opportunities to participate in society. The index is a useful tool to evaluate and compare what governments are doing to promote the integration of migrants in all the countries analysed. To that end, the project identifies and measures integration outcomes, integration policies, and other contextual factors that can impact policy effectiveness; describes the real and potential beneficiaries of policies; and collects and analyses high-quality evaluations of integration policy effects. The MIPEX has been recognised as a common quick reference guide across Europe. Policymakers, NGOs, researchers, and European and international institutions are using its data not only to understand and compare national integration policies, but also to improve standards for equal treatment (MIPEX, What is Mipex?, 2015).“

#### **What does MIPEX measure?**

„MIPEX measures policies that promote integration in all societies. Integration in both social and civic terms rests on the concept of equal opportunities for all. In socio-economic terms, migrants must have equal opportunities to lead just as dignified, independent and active lives as the rest of the population. In civic terms, all residents can commit themselves to mutual rights and responsibilities on the basis of equality.

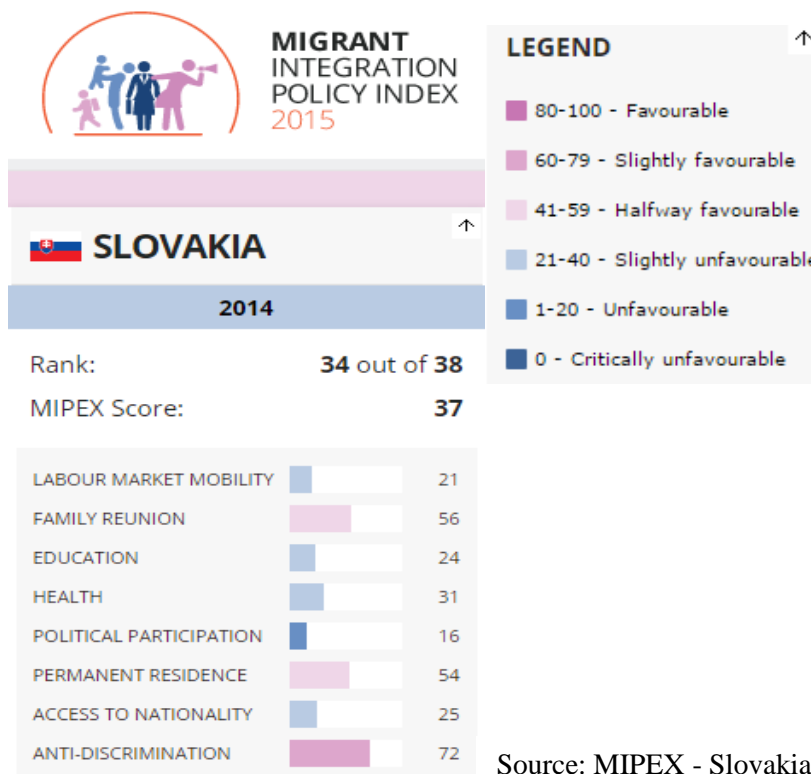
When migrants feel secure, confident and welcome, they are able to invest in their new country of residence and make valued contributions to society. Over time, migrants can take up more opportunities to participate, more rights, more responsibilities and, if they wish, full national citizenship.

The process of integration is specific to the needs and abilities of each individual and each local community. Although government policy is only one of a number of factors which affects integration, it is vital because it sets the legal and political framework within which other aspects of integration occur. The state can strive to remove obstacles and achieve equal

outcomes and equal membership by investing in the active participation of all, the exercise of comparable rights and responsibilities and the acquisition of intercultural competences.

This edition focuses on eight policy areas: Labour Market Mobility, Family Reunion, Education, Political Participation, Long-term Residence, Access to Nationality, Anti-discrimination and Health (MIPEX, Methodology, 2015).“

“SK's integration policies raise major doubts about their effectiveness. Integration is weak from the very beginning, with weaker rights for labour migrants and reuniting families in SK than in most countries. School and health practitioners receive hardly any guidance when they have to serve SK's very small number of immigrant pupils and patients, since education and health are largely missing from SK's integration strategies. Most non-EU citizens are allowed to vote, but excluded from democratic life, despite the benefits that immigrant leaders and volunteering can bring to SK society. The lowest and most inequitable naturalisation rates in Europe keep most non-EU citizens in a relatively insecure status, with potentially negative side-effects on their integration outcomes. SK's anti-discrimination law is its one strength for integration, but too few people know about discrimination and their rights to take even the first step towards justice. Little else is known about these policies' effects on immigrants and their integration, as data and evaluations are also missing in SK (MIPEX, Slovakia, 2015).”



**Diagram 1.3: Migrant Integration Policy Index 2015 of SK**

Source: MIPEX - Slovakia

Country of net migration since:	% Non-EU citizens	% Foreign-born	% Non-EU of foreign-born	% Non-EU university-educated	% from low or medium-developed (HDI) country
2000s	0.3%	2.9%	16%	37%	62%
<i>UN 2010 data in 2013</i>	<i>Eurostat 2013</i>	<i>Eurostat 2013</i>	<i>Eurostat 2013</i>	<i>Note: Adults aged 18-64, Eurostat 2013</i>	<i>Eurostat 2013</i>

Source: MIPEX - Slovakia

### 3.1 Key common statistics

#### LABOUR MARKET MOBILITY (21 out of 100)

MIPEX analysis	Respondents' opinions
<p>“The jobs that immigrants manage to find could be well below their skills since non-EU qualifications might not be recognised.”</p> <p>The low percentage of non-EU citizens living in Slovakia can point out that Slovak employers are not used to the workers of other culture.</p> <p>„Another way out may be using their equal right to education and training, one strong point in SK and 9 other MIPEX countries.“</p>	<p>“It is more complicated to get employed for the persons with higher qualification.”</p> <p>“The barriers such as language, different daily regime, the need of father to take care of his family.”</p> <p>“It is hard but there are possibilities. When they show willingness to work and they work hard the employers value them and appreciate them.”</p>

#### FAMILY REUNION (56 out of 100)

MIPEX analysis	Respondents' opinions
<p>“Newcomers have a basic legal right to reunite with their families because of EU standards, which Slovakia only follows to a minimum.”</p>	<p>“The Slovak system is not “friendly” towards family reunification.”</p> <p>“According the law it is possible.”</p>

## EDUCATION (24 out of 100)

MIPEX analysis	Respondents' opinions
<p>“Integration strategies and support are missing to address immigrant pupils in SK, a weakness across Central Europe (except CZ).”</p> <p>“Only migrant children with permitted residence can access full schooling and general support for disadvantaged students.”</p> <p>„Not all newcomer pupils may be able to keep up with their peers, since only those in the asylum system have guaranteed state support to learn SK (unlike most MIPEX countries).“</p>	<p>“We had to deal with the teaching on our own.”</p> <p>“Schools are not ready to teach immigrants, there was not training for the teachers.”</p> <p>“The teachers are trying to do their best but the system is not helping.”</p>

## HEALTH (31 out of 100)

MIPEX analysis	Respondents' opinions
<p>“SK's health system is not so strong at responding to migrant patients, which is a common problem in Central European countries with fewer means and few immigrants.”</p> <p>„Legal migrants enjoy healthcare coverage depending on the conditions of their permit.“</p> <p>„Asylum-seekers have free care in reception centres, with a limited range of services, and no coverage outside.“</p>	<p>“We did not have major problems in this area.”</p> <p>“Some cases are positives – free health care and some negative – the long waiting time.”</p> <p>“Refugees have the same right for health care, the only problem was the attitude of doctors.”</p>

## POLITICAL PARTICIPATION (16 out of 100)

MIPEX analysis	Respondents' opinions
<p>“Political participation is still missing from integration strategies in SK, which has not made any progress in this area since 2007.”</p> <p>“Non-EU nationals with permanent residence have the right to vote in local elections (as in 21 MIPEX countries), stand in local elections (as in 14) and vote in regional elections (as in 9). “</p> <p>„SK denies more basic political liberties to non-EU immigrants than 31 out of the 28 MIPEX countries (alongside Baltics, RO, PL, TU).“</p>	<p>“As they do not have Slovak nationality they cannot vote.”</p> <p>“I do not consider the right to vote as important for refugees.”</p>

## PERMANENT RESIDENCE (54 out of 100)

MIPEX analysis	Respondents' opinions
<p>“Non-EU immigrants looking for the equal rights to integrate must pass the relatively restrictive and discretionary procedure to become permanent residents.”</p> <p>„Permits need to be renewed and only upon conditions.“</p>	<p>All the respondents think that the process of a permanent residence granting is set rightly.</p>

## ACCESS TO NATIONALITY (25 out of 100)

MIPEX analysis	Respondents' opinions
<p>“Ordinary immigrants face the longest and most inflexible path to citizenship in Europe, extended under the Act by 3 years to 8 years of permanent residence. No special entitlements exist for spouses of Slovak citizens or immigrants' children born or raised in Slovakia, unlike in a growing majority of countries (e.g. DE, recently CZ and DK).”</p> <p>“The procedure remains difficult, potentially long (24 months), and one of the most expensive (663.50 euros), especially for Central Europe.”</p>	<p>Respondents do not have the information or experience about this issue.</p>

## ANTI DISCRIMINATION (72 out of 100)

MIPEX analysis	Respondents' opinions
<p>“According to 2012 Eurobarometer, around 5% of people in SK felt they had been discriminated against or harassed in the previous year based on their race/ethnic origin (4%) and/or religion/beliefs (1%).”</p> <p>“Rejected in 2002 and 2003, the anti-discrimination law (ADA) was required by the EU and eventually passed in May 2004, immediately after SK joined the EU. This relatively new legislation is SK's major areas of strength for integration policy.”</p>	<p>“It is not very pro migration oriented.”</p> <p>“It is complicated issue concerning Slovakia.”</p> <p>“The media causing the fear and create racist and discriminating environment.”</p>

## **Conclusion**

We can conclude base on analyses we did that potential problems of migrant accommodation processes into Slovak culture are:

- Slovak society is not well prepared for the integration of immigrants.
- Slovak society perceives immigrants as burden.
- There is not enough support from the part of government.
- Immigrants have problems to get employed.

## Resume

Ako ukazujú údaje OECD, migrácia každým rokom stúpa (OECD (2016), International Migration Outlook 2016, str.10) a čoraz viac ovplyvňuje životy ľudí. Aj keď je to v súčasnosti jedna z najviac diskutovaných tém, migrácia nie je novým javom. Odpradáva ľudia migrovali kvôli lepším podmienkam, často aj niekoľko tisíc kilometrov.

Migrácia je definovaná ako “pohyb osoby alebo skupiny osôb buď vrámci vnútorných hraníc alebo za hranice štátu (Glossary on Migration, 2011, str.62-63).” Dôvody na migráciu môžu byť rôzne. Tieto motivácie môžu byť vysvetlené na modeli “push a pull” faktorov, kde push faktory sú tie, ktoré migranta z jeho krajiny vyhánajú a pull faktory sú faktory, ktoré ho lákajú do inej krajiny. Push faktory môžu byť napríklad zlá ekonomická, politická či sociálna situácia v krajine a pull faktory predstavujú lepšie podmienky pre život (Keeley, 2009, p.36).

Krajina, z ktorej migrant odchádza sa nazýva krajina pôvodu a krajina do ktorej migrant migruje sa nazýva cieľová krajina. Krajina, ktorou migrant prechádza sa nazýva tranzitná krajina (Glossary on Migration, 2011).

Migrácia je poháňaná globalizáciou a vplyvy ako technológia, či voľný pohyb Tovarov, služieb a ľudského kapitálu vo veľkom prispievajú k jej zintenzívneniu. Ďalším znakom súčasnej spoločnosti sú geopolitické problémy a enviromentálne krízy. Migranti z takto postihnutých krajín migrujú aby častokrát unikli zlým životným podmienkam alebo dokonca aj smrti. Takáto migrácia sa nazýva nedobrovoľná migrácia a migranti, ktorí požiadajú o azyl sa nazývajú azylanti.

Taktiež rozlišujeme internú (vrámci hraníc krajiny) a medzinárodnú migráciu. Veľmi populárna je tiež sezónna migrácia, ktorá sa predovšetkým realizuje za prácou (Boyle, 2014, p.35).“

Podľa Medzinárodnej organizácie pre migráciu je migrant “osoba, ktorá z akýchkoľvek dôvodov zmenila krajinu svojho trvalého resp. obvyklého pobytu a zo svojej domovskej krajiny sa presťahovala do inej krajiny minimálne na obdobie troch mesiacov. Slovenský právny poriadok však nepoužíva pojem migrant, ale cudzinec. OSN rozlišuje dve skupiny migrantov podľa dĺžky pobytu: krátkodobý migrant – osoba, ktorá sa sťahuje do inej krajiny ako krajina jej trvalého (obvyklého) pobytu po dobu najmenej troch mesiacov, ale kratšej ako jeden rok; dlhodobý migrant – osoba, ktorá sa sťahuje do inej krajiny ako krajina jej trvalého (obvyklého) pobytu po dobu minimálne jedného roka; s výnimkou prípadov, keď sa presun osoby do inej krajiny týka dovolenky, návštevy priateľov alebo príbuzných, obchodných ciest, liečenia alebo zdravotného ošetrovania alebo náboženskej púte (IOM).”

Moch rozdelila migráciu v Európe do 4 období od 17.-20.storočia. Predpriemyselné obdobie 1650-1750 – v tomto období ľudia migrovali kvôli pôde a práci. Skoré obdobie priemyslu 1750-1815 – bolo charakteristické tzv. reťazovou migráciou, to znamená, že migrant migroval s rodinou. Obdobie urbanizácie a industrializácie 1815-1914 – v tomto období migranti prekonávali veľké vzdialenosti hlavne za prácou. 20.storočie bolo charakteristické masovou migráciou (Moch, 1992).

Čo sa týka migrácie na Slovensku Štefančík rozdelil migrantov prúdiacich na Slovensko do 4 kategórií. Imigranti pred rokom 1989 – migranti Afrického a Ázijského pôvodu, ktorí prichádzali na Slovensko kvôli lepším podmienkam pre štúdium a prácu. Ďalej to boli politickí a vojnoví imigranti – imigranti z krajín bývalej Juhoslávie a neskôr aj z Iraku, Afganistanu, Číny či Gruzínska. Ďalšou skupinou boli pracovní migranti – títo pochádzali z krajín EU-15 a tiež z Ázijských krajín. Pridali sa k nim pracovníci z Ukrajiny a Ruska, ktorých motivácia bol vyšší zárobok. Poslednou skupinou boli migranti, ktorí migrovali na Slovensko za svojou rodinou. Táto skupina migrantov, mala uľahčený proces integrácie pretože prišli do prostredia, kde mali rodinu a ktorá už bola integrovaná (Štefančík, 2012).”

„Migračná politika Slovenskej republiky s výhľadom do roku 2020 (ďalej len „migračná politika“) je základným dokumentom a východiskom pre budovanie modernej a cieľavedomej politiky vlády Slovenskej republiky v oblasti migrácie. Je jednoznačným vyjadrením pripravenosti a ochoty podieľať sa na harmonizácii migračných politík jednotlivých štátov v rámci Európskej únie a výrazom spolupatričnosti k základným princípom a spôsobu jej fungovania pri riadení procesov migrácie. Zaoberá sa a hodnotí súčasný stav legálnej migrácie, integrácie, emigrácie kvalifikovanej pracovnej sily, nelegálnej migrácie, návratov a obchodovanie s ľuďmi, ochrany hraníc, medzinárodnej ochrany, migrácie a rozvoja, inštitucionálneho zabezpečenia (Migračná politika Slovenskej republiky s výhľadom do roku 2020).“

„Integračná politika vychádza z princípov rovnosti, spravodlivosti a rešpektovania ľudskej dôstojnosti každého obyvateľa a obyvateľky krajiny. Integračná politika nadväzuje na Koncepciu integrácie cudzincov v SR (schválenú v roku 2009) a stanovuje celkový rámec vykonávania integračného mainstreamingu. Integračná politika nedefinuje a nepopisuje aktuálny stav politík, ale navrhuje nové vízie a smerovanie v oblasti integrácie cudzincov. Vytvára rámec pre príslušné politiky, ktoré budú ďalej rozpracované zodpovednými aktérmi v oblasti integračnej politiky na príslušné akčné plány. Realizácia integračnej politiky vychádza z koordinovanej spolupráce štátnych orgánov, orgánov miestnej štátnej správy, samosprávy ako aj samotných komunít cudzincov a predpokladá zapojenie mimovládnych a iných organizácií pôsobiacich v oblasti integrácie cudzincov (Integračná politika Slovenskej republiky, 2014).“

Migračná a integračná politika sú dôležitým ukazovateľom a pilierom integrácie migrantov na Slovensku. Veľmi dôležitým faktorom je však aj postoj spoločnosti a podmienky, ktoré sú vytvorené. Akulturácia je postupný a dlhodobý proces a vyžaduje nielen aktívnu participáciu migranta ale aj členov spoločnosti. Ak členovia spoločnosti akceptujú odlišnosť kultúry migranta zatiaľ čo migrant si svoju kultúru udržiava tento jav sa nazýva integrácia. Ak migrant zanevrie na svoju pôvodnú kultúru a úplne sa prispôbi novej kultúre nastáva asimilácia. Separácia je stav, kedy migrant uchováva svoju kultúru ale majoritná spoločnosť neakceptuje túto jeho kultúru. Situácia, keď migrant zanechá svoju pôvodnú kultúru a zároveň sa ocitá na okraji spoločnosti sa nazýva marginalizácia (Berry, 1990).“

Antalová vo svojom príspevku opisuje tri modely asimilácie migrantov. „Prvý je asimilačný model a tvoria ho tri úrovne. Kultúrna asimilácia znamená, že migranti si osvoja reč, normy a ideály krajiny, v ktorej sa rozhodli pobudnúť. Sociálna integrácia predstavuje začlenenie sa do rôznych inštitúcií prostredníctvom pracovnej činnosti. Identifikačná asimilácia je stotožnenie sa s novou spoločnosťou a pociťovanie spolupatričnosti k nej. Druhý model je etnicko-exkluzivistický - v literatúre sa etnicko-exkluzivistický model často nazýva i diskriminačný. Migrácia je vnímaná ako dočasná, to znamená, že sa počíta s návratom migrantov do svojej vlasti. K danému modelu sú prispôbené zákony, ktoré zo začiatku podporujú príviv migrantov a po určitom čase reštrikčné opatrenia spôsobujú ich značnú redukciu. Daný model bol aplikovaný napríklad v Nemecku.

Tretí model je multikulturálny model a tento nepredpokladá vytváranie nátlaku na prisťahovalcov, aby si osvojili kultúrne vzorce správania novej krajiny. Uznáva legitimitu rozličných kultúr a rovnosť etnických menšín. Dôležitú úlohu v tomto modeli preberá štát, ktorý reflektuje odlišný kultúrny a sociálny pôvod prisťahovalcov. Často sa s týmto modelom spája multikultúrna spoločnosť. Multikulturalizmus, ako politický koncept integrácie cudzincov má svoje vnútorné diferencie, spočívajúce v rozlišovaní konzervatívneho a liberálneho modelu.

Na Slovensku sa realizovali viaceré výskumy zamerané na zisťovanie efektov migračnej politiky. Boli vykonané tak v oblasti štátnej správy ako i u samotných migrantov. Štátni úradníci hodnotili pomerne pozitívne existujúcu situáciu ako i jednotlivé postupy integračného procesu. Opačný prístup mali samotní migranti. Sumarizovali sme ich návrhy: Odporúčajú aplikovať úspešne fungujúci model integrácie cudzincov z niektorej vyspelej krajiny EÚ, upraviť zákon na získavanie štátneho občianstva, organizáciu cenovo dostupnej výučby slovenčiny, participácia na správe verejných vecí je nereálna kvôli nedostatočnému jazyku, napraviť limitované informácie o pracovno-právnych vzťahoch, slovenské orgány nevidia podnikanie cudzincov ako pozitívum pre ekonomiku, problémy s uznávaním kvalifikácie, nevhodné podmienky na rozvíjanie ich vlastnej kultúry, nespokojnosť v oblasti náboženskej integrácie. Pravoslávni migranti, moslimovia dôrazňujú, že na Slovensku nemajú dostatočnú možnosť praktizovať svoju vieru, chýba ponuka lacnejších sociálnych bytov, imigranti by uvítali intenzívnejšie pôsobenie na slovenských občanov, aby si zvykli žiť v multikultúrnej spoločnosti (Antalová, 2016).“

Vykonaný výskum na základe porovnania slovenskej a irackej kultúry vychádzajúc z Hofstedeho kultúrnych dimenzií, kde sme najprv analyzovali tieto dve kultúry, čo ich spája a čo odlišuje a potom porovnali s odpoveďami respondentov, ktorí sú v úzkom kontakte s irackými imigrantami, potvrdzuje vyššie spomínané podnety. Takisto ich potvrdzuje aj analýza integračnej politiky Slovenska, ktorú sme vykonali na základe Indexu politiky integrácie migrantov. V tejto analýze porovnáваме závery, ktoré vyplývajú z tohoto indexu s odpoveďami respondentov.

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