

LiBri



LIBRARY BRIDGES

Desk Research Report

CONTEXT ELEMENTS AND EXISTING INITIATIVES FOR
TCN-WELCOMING LIBRARIES IN FRANCE, ITALY,
LATVIA, POLAND, AND ROMANIA

SEPTEMBER 2024

By a consortium of organizations implementing the LiBri Project



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1. Introduction and methodology

This Desk Research has been conducted within the frame of the LIBRARY BRIDGES, a project that aims to foster the integration of third country nationals in the EU through the development of more inclusive and welcoming libraries.

As a first step to the implementation of further activities and the development of tools to support librarians in this duty, the project evaluated the context of each country of implementation as well as collected the existing good practices and initiatives. The project will then select 50 libraries to support them in developing an action plan to enhance their capacities in welcoming migrant audiences, taking inspiration in this collection of good practices. For more information you can [contact us here](#).

The methodology followed was defined by the French partner ANVITA and consisted in reviewing the existing data on the subject that could be found on Libraries and Cities websites, reports and social medias, in the news, academic reports and specialized revues.

Additionally, a “call to contribution” questionnaire designed by BSF and adapted to each context by partners, was shared to libraries and libraries networks in France, Romania, Poland, and at the EU level by EBLIDA. Other methodologies variations are detailed in each country’s section.



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About the LiBri consortium

This Desk Research has been conducted or supervised by the 7 teams implementing the LiBri project. The consortium is coordinated by BSF France and is formed by :



Bibliothèques Sans Frontières (BSF) / Libraries Without Borders is an international non-profit organization that promotes access to education, culture, and information of vulnerable communities. As part of its mission, it has developed the "Ideas Box": a portable multi-media center, easy to transport and to unfold in any context, with information, education and mediation resources designed to foster empowerment.



ACV, Asociația Comunitățile Viitorului, is a Romanian NGO that aims to prepare communities for future social, technological, and economic changes through educational and informational activities. It supports sustainable development by harnessing local potential and promotes the use of new technologies and innovative learning participatory methods to create inclusive, responsible communities.



ANVITA is a French network of welcoming local and regional governments, advocating for unconditional access to right for all. Nowadays, 86 local and regional governments are members of ANVITA. The association has two goals: a technical one, to be a room for exchange of innovative practices, and a political one to be a reflection of the needs and the pledges of the cities to national, European and international levels.

About the LiBri consortium



BSF Italia promotes access to education, cultural resources and integration for vulnerable communities throughout Italy. It operates with the mission of reducing informational inequalities by providing books, innovative digital tools, and educational programs to marginalized populations, including refugees, disadvantaged youth, and isolated communities.



CISC operates under the supervision of the Ministry of Culture of Latvia and provides access to information resources and cultural heritage stored in archives, museums and libraries. CISC has significant experience in collaborating with public library networks and professionals of public libraries as well as establishing and maintaining partnerships with institutions, non-governmental and private sector.



EBLIDA is a non-governmental association whose mission is to pursue the interests of the library and information science profession. This is done through facilitating the collaboration between its members, advocating on their behalf to the European Union, and acting as the voice of the library and information science profession in European matters.



FRSI is a Polish non-governmental organization. Since 2008 it's implementing the Library Development Program and cooperate with the network of approx. 4,000 public libraries in Poland. FRSI acquired a unique experience of working in thousands of local communities throughout Poland, in the area of social change, with the use of new technologies. Since March 2022 FRSI is implementing several projects in and with libraries to support refugees and migrant's inclusion in Poland.

How to use this document ?



This Desk Research consists in :

- 5 text reports reviewing the political & migration context, the library system as well as the existing libraries' initiatives in France, Italy, Latvia, Poland and Romania. They are available in english in the first part of this document and in French, Italian, Latvian, Polish, and Romanian at the end of the document.
- An excel table in english that lists all these initiatives with links for further information and potential existing toolkits and manuals. **You can access the table [here](#).** Inspiring practices have been divided into 3 categories:

1) **Positive discourse on migration and structuring policies** (e.g. exhibition on migration in libraries, training for library staff, cross-departmental work between the Departments of Culture and Solidarity in the Municipality, training of municipal workers etc.)

2) **Access to rights** (e.g. digital advisor, reading access for children, language conversation workshops, etc.)

3) **Political and civic participation** (e.g. theatre classes given by people primarily concerned, living libraries etc.).

- From January 2025, the various initiatives collected will be available on an interactive cartography on the EBLIDA's [E-panema platform](#).





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Library Bridges: Promoting the integration and inclusion of third country nationals in Europe through libraries and local partnerships

Desk research Report

Benchmark of innovative practices in ITALY





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Methodology

The desk research collects good practices for TCN's inclusion promoted by Italian libraries: the research aims to offer positive examples to be replicated in other territories and to promote collaboration and co-construction paths between libraries and local actors.

Within a widely diversified national context, the research follows categorization criteria that can provide a comprehensive overview of initiatives promoting (1) positive discourse regarding migrations and structuring public policies; (2) access to rights; (3) political and civic participation of TCNs.

The analysis includes initiatives implemented by public libraries over a relatively recent time, underlining territorial diversification and the plurality of experiences. The selected initiatives are also characterised by the partnership with local authorities and active involvement of libraries in project implementation. Finally, the analysis particularly focused on initiatives that produced toolkits/materials that might be useful for consultation and dissemination.

On the basis of the aforementioned criteria, the research highlighted 39 initiatives carried out, since 2016 to date, by 30 local actors (LRGs and/or libraries and/or associations) and located in 13 regions: 6 in the north (Trentino Alto-Adige, Friuli Venezia Giulia, Valle d'Aosta, Lombardy, Piedmont and Emilia Romagna Regions), 2 in the center (Lazio and Tuscany), 5 in the south (Campania, Basilicata, Apulia, Calabria and Sicily).

The analysis integrates the responses received from the 'Call for contributions' for libraries, which allowed to have some information regarding the needs of TCNs in terms of services and the obstacles to their access to libraries.



I. General national context

a) Geographical context and demographic profile of the country

Italy has a limited history of immigration if compared to its long history of emigration: the latter, in fact, started with the Italian unification (1861) and brought to over 26 million people who left the country during the period 1861-1976, mainly to other European countries, North and South America. Economic reasons pushed emigrations particularly from the South of the country, with a trend that continued almost until 1980, even at a slower grade. The country started becoming an immigrant destination since the 1960-1970's, particularly from the African countries which were former Italian colonies (Ethiopia, Eritrea and Somalia¹) and from Eastern Europe. However, it is only in the 1980ies and after the fall of Berlin wall and the first political instabilities in the neighbourhood countries, such as the political crisis in Albania dated 1992, that the country starts adopting the first laws aiming at regulating immigration flows². The latest international migration movement, dated 2011 with the so-called "Arabic Spring", has changed the "picture" of Italian immigration, as it also happened in the rest of Europe. While the main reasons for previous movements were the search for work and better economic conditions, the new flow resulted in forced migration due to un-security reasons in the countries of origin.

As for the rest of Europe, nowadays migration to Italy occurs through two main migratory routes: Central Mediterranean and the Western Balkans ones. On the sea route, between 2019 and 2023 the number of landings on the coasts of Southern Italy increased almost 7 times, rising from around 23,000 to around 160,000 and with an almost proportional increase in the number of unaccompanied foreign minors (from around 3,500 to over 17,000). On this route, the countries of origin of 2023 confirm data of previous years, although with some variations in the percentages: among the top 5 nationalities there are again Guinea, Tunisia, Ivory Coast, Bangladesh and Egypt. Transits through the Balkan route are monitored by the EU Agency Frontex, according to which in 2022 the arrivals at the external borders of the EU were around 300.000, with an increase of 64% compared to the previous year. In Italy, and in particular in the city of Trieste which is a transit area for those heading to other European countries, the people assisted after having travelled thousands of kilometres on foot were, in the first 9 months of 2023, over 12,000 mostly from Afghanistan, Pakistan and Iraqi Kurdistan. Of these, around 20% were unaccompanied foreign minors.

ISTAT data³ show that, as of the beginning of 2023, there were 3,727,706 non-EU citizens legally present in the country, the most prevalent nationalities being Ukrainian, Moroccan, Albanian and Chinese; these represent the 40% of non-EU citizens with a regular permit to stay in the country. Following in the ranking are India, Bangladesh, Egypt, Philippines, Pakistan, Moldova, Sri Lanka, Senegal, Nigeria, Tunisia and Peru. Non-EU citizens are mostly concentrated in the North and Central parts of the country. Lombardy region alone hosts

¹ <https://www.internazionale.it/bloc-notes/annalisa-camilli/2018/10/10/storia-immigrazione-italia>

² Del Boca D., Venturini A. (2003). Italian Migration, IZA Discussion Paper No. 938

³ <https://www.istat.it/it/files//2023/10/REPORT-CITTADINI-NON-COMUNITARI-2023.pdf>

25.9% of foreigners with a residence permit, ahead of Lazio (11.3%), Emilia Romagna (11.1%), and Tuscany (8.4 percent). According to data of the Ministry of Interior, a similar trend can be seen for the number of migrants and refugees hosted in the reception system, with Lombardy and Emilia Romagna regions followed by Piedmont, Lazio and Campania regions⁴. In the South, apart from Sicily, the non-EU presence is decidedly more limited. As of 1 January 2023, approximately 350.000 non-EU citizens with a residence permit for asylum reasons and other forms of protection were living in Italy, a figure equal to 0.6% of the entire population. Africa is confirmed as the main continent of origin of those seeking protection in the country (44% of the total), followed by Asia (41%). In 2022, in fact, Pakistan, Bangladesh, Nigeria, Tunisia and Afghanistan are, in order, the countries of origin with the highest number of asylum seekers examined.

b) Institutional, political and legislative context relating to migration

Since September 2022 the country is governed by the right-wing coalition formed by the political parties Fratelli D'Italia, Lega and Forza Italia, with Giorgia Meloni from Fratelli D'Italia being appointed as Prime Minister. Since its settlement, the Government strengthened the measures already implemented by the previous governments, particularly with Matteo Salvini as Ministry of Interior, such as detentions and repatriation which are aimed at limiting migrant rights to stay and to apply for international protection. The Government also enhanced existing agreements with non-EU countries of departure, such as Tunisia, and promoted new deals with neighbourhood countries, such as Albania, to manage the migration flows.

Italy signed the (1951) Refugee Convention in 1954 and the European Convention on Human Rights (ECHR) in 1955. In 1989 the country ratified the Hamburg International Convention on SAR (Search and Rescue), which aims at saving people in need or danger at sea. As per the EU Asylum System, in 2014 and 2015 the country ratified the EU Directives "Qualification"⁵, "Asylum Procedures"⁶ and "Reception"⁷, which provide Member States with guidelines and standards related to the attribution of the qualification of beneficiary of international protection, to the procedures for the recognition and revocation of international protection and to the rules for the reception of asylum seekers.

Despite the ratification of international laws, in recent years national legislative decisions have been oriented to restrict migrants' human rights and/or to penalise NGOs committed to protect them. Since 2017, a series of punitive measures including naval blocks, administrative and penal sanctions have been implemented against NGOs carrying out SAR operations at sea. In 2020, on the Balkan route the application of the Dublin regulation, which

⁴http://www.libertaciviliimmigrazione.dlci.interno.gov.it/sites/default/files/allegati/cruscotto_statistico_giornaliero_31-12-2023.pdf

⁵ Directive 2011/95/UE of the European Parliament and of the Council dated 13 December 2011, ratified through the Law Decree n. 18 dated 21 February 2014. The Decree also set the basis for the National Integration Plan for International Protection Holders, introduced in 2017 (<https://www.interno.gov.it/sites/default/files/piano-nazionale-integrazione.pdf>)

⁶ Directive 2013/32/UE of the European Parliament and of the Council dated 26 June 2013, ratified through the Law Decree n. 142 dated 18 August 2015

⁷ Directive 2013/33/UE of the European Parliament and of the Council dated 26 June 2013, ratified through the Law Decree n. 142 dated 18 August 2015

often means rejections with violent treatment from Slovenia to Croatia (both in the EU) and from Croatia to Bosnia (outside the EU), has been used to reject migrants from Italy to Slovenia⁸. The agreement signed with Libya in 2017 to support the Libyan Coast Guard in intercepting and returning migrants who often flee from the inhuman and degrading treatments inside and outside the Libyan "reception centres" has been renewed in 2022 for another 5 years. In the first months of 2024 the Senate approved a MOU between Italy and Albania to build two facilities in Albanian territory to host migrants according to the Italian CPR (Detention and Repatriation System), thus laying the foundations for the violation of the principle of non-refoulement and for the implementation of illegitimate detention practices. On the Reception and Integration side, in 2018 the Legislative Decree 113 restricted asylum rights with the abolishment of the "Humanitarian Protection", a tool used in past when the recognition of international protection was not applicable but the asylum seeker was unable to return to the country of origin for serious personal reasons such as health, or for natural disasters and/or local conflicts. The abolishment of the "Humanitarian Protection" led to people whose legal permit to stay, with related rights, was withdrawn from one day to the next, with enormous security implications due to the irregularity of their presence on the national territory.

In 2020 Legislative Decree 130 introduced the "Special Protection" tool to replace the "Humanitarian Protection", even if its application was limited to specific cases, and the most recent Legislative Decree 1 of 2023 has furtherly restricted the tool, making its application problematic. As a result, the SAI system, which was originally born (as SPRAR) to protect asylum seekers and refugees, was first transformed in 2018 (as SIPROIMI) to protect only international protection holders and unaccompanied foreign minors and then into SAI in 2020. However, to date and since the issue of Legislative Decree 20 of 2023 ("Cutro Decree"), the system can only host international protection and special protection holders, migrants who have turned 18 and are in a regular administrative path (for work or education), special cases such as humanitarians in transitional regime, holders of social protection, victims of domestic violence, victims of labour exploitation, victims of disasters, migrants who are recognized as having particular civil value, holders of a residence permit for medical treatment, Afghan and Ukrainian citizens. Unless they are in one of the conditions foreseen by the "Cutro Decree", asylum seekers are currently excluded from the SAI system.

Regarding culture rights, in August 2024 the political debate focused again on the "Ius Scholae", an expression used for a citizenship law proposal already discussed in the past but never approved. The proposal foresees the acquisition of the Italian citizenship, which at the moment is possible only after 10 years of regular residency on the Italian territory, for those children born in Italy or arrived to the country before the age of 12 who have attended at least 5 years of study, with a successful completion of the cycle in case of primary school⁹. Political discussions are still open on that matter.

⁸ In 2020 a Government's decision appealed to readmission agreements from Italy to Slovenia, agreements that raise doubts of legal legitimacy (Schiavone, 2020).

⁹ <https://www.savethechildren.it/blog-notizie/ius-scholae-cosa-prevede-perche-opportunita-di-uguaglianza>

c) Ecosystem of stakeholders involved at national level

In Italy the first reception management is a responsibility of the Ministry of Interior and of its local branches, the Prefectures, that co-operate with third sector organizations: for those arriving by sea the very first reception takes place at Hotspots, facilities dedicated to immediate assistance and identification. From the Hotspots, those entitled to apply for asylum are transferred to first reception facilities (CPA - First Reception Centres and CAS - Extraordinary Reception Centres)¹⁰. Refugees are hosted in the second reception (SAI, also called "integrated reception" system), which is made up of the network of municipalities of the National Association of Italian Municipalities - ANCI¹¹.

Integration policies are shared, at national level, between the Ministry of Interior, which established the SAI system in 2002 and is responsible for the protection of civil rights, and the Ministry of Labour and Social Policies, which is more responsible for practical issues such as labour, education and social inclusion strategies. For its decentralized administration, with Regions having a leading role in implementing laws at local level, integration policies application may vary from one Region to the other, thus leading also to differences from northern Regions and southern ones. At a local level, municipalities are responsible for defining concrete integration measures within the specific regional framework and in collaboration with local public services and the support of civil society organisations. As an example, the SAI system which is conceived to build individual paths for the socio-economic inclusion of a limited number of people in the local territory, is managed by local associations whose multidisciplinary teams offer support in the orientation to social, labour and housing services and psychological-health care. In doing so, they build strong networks with the public services (hospitals, schools, recruitment agencies) and with the private sector (industries, professionals) and operate to promote a welcoming attitude to migrant people within the local communities.

At cultural field level, the national competence is within the Ministry of Culture which has 13 General Directorates and 17 regional branches¹². Two of the 13 General Directorates are specifically dedicated to libraries, including the digitalization of cultural patrimony.

¹⁰ As of mid-October 2023 approximately 75% of asylum seekers, refugees and migrants hosted in the reception circuit were in first reception centres (CAS).

¹¹ As of August 2023, approximately 690 municipalities were involved in the SAI network for a total of approximately 925 projects implemented throughout Italy, by the municipalities themselves or more frequently by civil society associations that are contracted to manage the facilities.

¹² The Ministry of Culture has no jurisdiction, except to archival heritage, in Trentino Alto Adige, Valle D'Aosta and Sicily Regions which are autonomous.

II. Territorial context of migration

d) Institutional and administrative functioning of local authorities

According to the Constitution, the Italian authorities are made of Municipalities, Provinces and Metropolitan Cities, Regions and the Central State. Municipalities are the local public authorities with the narrowest geographical scope of reference and which are closest to the citizens. Provinces and Metropolitan Cities represent an intermediate body between the Municipality and the Region, grouping several municipalities in case of the Province or replacing the territorial area of previous Provinces in case of the Metropolitan Cities, which are 14 over the national territory. All bodies have autonomy both towards the central State and towards other territorial institutions, and have their own statute, powers and functions. However, only Regions can issue regulations (Regional Laws) in areas that are not expressly attributed by the Constitution to State legislation or are concurrent to State law, thus respecting the latter.

At State level there are specific Departments involved in TCN integration, particularly the Department for Civil Liberties and Immigration within the Ministry of Interior and the General Directorate of Immigration and Integration Policies within the Ministry of Labour. Recently, a National Coordination Committee has also been established to implement the new European Migration and Asylum Pact: the Committee is made by representatives of the Ministry of Interior, the Ministry of Justice, the Ministry of Economy and Finance, the Ministry of Labour and Social Policies, the Ministry of Education and the Ministry of Health. The Ministry of Interior also held the National Coordination Table on Asylum and Immigration which involves the Regions, ANCI, UNHCR and the Asylum Table, composed by the NGOs involved in the international protection network and working on migrants' rights. At regional level, most Regions have consultative bodies to bring integration stakeholders together and the same applies at provincial level, with the Immigration Territorial Councils which are held within the Prefectures mandate. Within local authorities, integration policies and strategies are managed within the Social Services.

The legislative framework of libraries in Italy is divided into two broad areas; "State", "public state" or "governmental" libraries belong to the General Directorate for Libraries and Cultural Institutes of the Ministry of Cultural Heritage and Activities. State libraries collect the heritage of the country's ancient cultural and historical traditions, and their purpose is preservation and protection. Differently, public libraries of local authorities, also defined as public reading libraries, are characterised by a deep bond of service with the communities and turn their action not so much to the preservation as to the promotion of the information heritage adapted to the general needs of citizens. Public libraries of local authorities on the basis of their affiliation are divided into: Municipal libraries; Provincial libraries (mainly located in central-southern Italy, but also two in Bolzano: Italian and German); Regional libraries (mainly those in the special statute regions: Aosta, Palermo (formerly a national library) and Catania and Messina (formerly a university library), Cagliari and Sassari). The local entities to which most Italian public libraries belong are, for the most part, municipalities. The spread of information

technology has encouraged cooperation through the establishment of consortia and inter-institutional networks aimed at community information.

e) Institutional and administrative functioning of libraries

Within the category “State”, “public state” or “governmental” libraries there are 46 libraries of varying dimensions and importance, headed by the two central national libraries in Rome and Florence. Public library services are provided on the basis of equal access for all, regardless of race, gender, religion, nationality, language or social status. The fundamental elements are generality, its holdings must cover all areas of interest and must not be specialised, gratuitousness in basic services and the contemporary nature of the library holdings to meet the needs of lifelong learning.

Data published in July 2024 by ISTAT¹³ show that in 2022 there are 8.131 libraries, 77% of which are public reading libraries. The largest share of public reading libraries is located in the North (60.2%), followed by the South (27.2%) and the Centre (12.6%). The top five regions in terms of the number of facilities present in the territory are: Lombardy, Piedmont, Veneto, Emilia-Romagna and Sardinia. Libraries provide users with an average of 29 places for consulting and reading texts, as well as spaces dedicated to meetings and cultural activities (69.5% of libraries) and spaces specifically equipped for children.

In 2022, public reading libraries had, on average, five staff members between internal staff, external contractors, collaborators, volunteers and civil service workers. The staff of 60.8% of the surveyed libraries attended at least one training or professional development course between 2019 and 2022, either in presence or online. Among these libraries, almost all (89.0%) took steps to ensure that their employees could attend specialised courses aimed at developing skills useful for library management, and about half (55.9%) focused in particular on courses geared towards developing digital and social media management skills. One third of the libraries (33.3%) focused on the development of personal soft skills (communication, interpersonal and conflict management skills). In 13.3% of the libraries, staff attended more technical and managerial courses on security measures, anti-corruption, privacy protection and IT security, while only 6.6% trained employees on the specific topic of ‘promoting reading’.

Libraries that have implemented initiatives to promote the inclusion of particular categories of users are a residual quota, which nevertheless grows as the demographic size of municipalities increases. Among the initiatives proposed by libraries, the promotion of reading and meetings with authors and workshops for children up to 13 years of age are the most widespread. Libraries that have involved immigrant citizens in inclusion projects are 14.8% nationwide, and represent 30.7% of libraries in metropolitan cities and only 7.7% in municipalities with up to 2.000 inhabitants. The Regions where libraries are most active on this front are Umbria (24.0%), Apulia (22.7%) and Lazio (20.7%). It is worth mentioning that the desk research on good practices, which is presented in the next section, did not provide confirmation about data related to the initiatives carried out in Umbria Region. Although the

¹³ https://www.istat.it/wp-content/uploads/2024/07/Focus_Biblioteche_pubblica_lettura-1.pdf

"Multicultural Shelf" project was implemented by the municipal libraries of Perugia in the early 2000s, together with a collection of websites of interest to intercultural mediators, the references to this initiative are no longer available¹⁴. Therefore, it is possible to suppose that these projects were started in the past years and have not found continuity.

III. Inspiring practices: libraries as spaces for inclusion for TCN

The collection of good practices among libraries in Italy was listed taking into account several criteria that allow, within a wide and varied national context, to optimise the analysis and provide an overview of the different initiatives.

As a first criterion, it was decided to restrict the list to public reading libraries only. Secondly, territorial diversification was taken into account. Recently implemented initiatives (since 2016 to ongoing actions) and/or those with functioning and usable web links were selected. In terms of activities, it was decided to enhance the plurality of experiences and try to limit similar ones. The selected initiatives are characterised by the partnership with local authorities and the active involvement of libraries in the project implementation. To this end, initiatives in which the role of the library was limited to hosting the activity were not selected. Finally, initiatives that produced useful toolkits/materials for consultation and dissemination were preferred.

Based on the above criteria, a total of 39 initiatives implemented by 30 local actors (LRGs and/or libraries and/or associations) and spread over 13 regions, of which 6 in the north (Trentino Alto-Adige, Friuli Venezia Giulia, Valle d'Aosta, Lombardy, Piedmont and Emilia Romagna), 2 in the centre (Lazio and Tuscany), 5 in the south (Campania, Basilicata, Apulia, Calabria and Sicily) has been collected.

The following analysis of the selected good practices is in line with the categorisation suggested in the methodology (Theme 1: Positive discourse regarding migration and structuring public policies; Theme 2: Access to rights; Theme 3: Political and civic participation); within each category, different clusters have been developed to highlight initiatives that are similar in terms of activities or objectives.

f) Positive discourse regarding migrations and structuring public policies

The initiatives carried out by libraries have the main objective of fostering the integration of different cultures by offering their users spaces, materials and services that create opportunities for aggregation and encountering. Specifically, three purposes of intervention can be highlighted.

i. Raising awareness and promoting intercultural dialogue

¹⁴ <https://www.aib.it/aib/commiss/mc/carcla01.htm#sistema>

Libraries demonstrate a willingness to organise and make their facilities available for the organisation of awareness-raising and discussion events on migration issues. As an example, exhibitions, reading circles on the topics of cultural diversity and colonialism and workshops on migration routes. The virtual exhibition “*LEGGERE LA MIGRAZIONE: STORIE, PARADIGMI, ASPETTI SOCIALI - READING MIGRATION: HISTORIES, PARADIGMS, SOCIAL ASPECTS*”, which can be visited until December 2024, explores the migration phenomenon through a series of images taken from books available in the libraries of the “Università del Piemonte Orientale” and the ‘Carlo Negrini’ public library in Novara, Piedmont Region. The exhibition is freely accessible at the [link](#). Still until the end of 2024, the civic libraries in Turin organise the reading groups “La Città di Eufemia - The City of Euphemia”¹⁵ which promote the discussion and the reflection about cultural diversity and colonialism.

Initiatives are often organised annually on the 20th of June, the “World Refugee Day”. On these occasions, libraries disseminate bibliographies and filmographies for those interested in learning more about migrant biographies. Recently published (June 2024) is the selection of books and films of the Castenaso library in Emilia Romagna¹⁶.

Events may also include meetings with journalists and experts in the field. In this context, the initiative ‘*Beyond Borders*’ realised by the Association MEDU and the Intercultural Service of “Biblioteche di Roma” makes available the interactive web map *ESODI*¹⁷ created on the testimonies of more than 2.600 migrants from Sub-Saharan Africa and aimed at telling the reasons for their migration, routes and hopes.

Libraries are meeting places and cultural venues. The project *ULP! Una Lingua in Più in biblioteca* aims at making better known the services of the municipal libraries in Florence, Tuscany, and at offering the chance to read and borrow books in languages other than the Italian. The project¹⁸ promotes multilingualism and opportunities to practice one's mother tongue through playing and reading aloud.

Additionally, the web pages of the examined libraries include specialised sections that provide an immediate overview of books/materials on migration phenomenon and flows, the history of migration, law, social policies, reception, integration, intercultural education and teaching, cultural and anthropological aspects, the condition of women, new generations, discrimination and racism. At this regard, it is possible to refer to the bibliographic section¹⁹ available on the website of the Library “Casa di Khaoula” in Bologna, Emilia Romagna, (and to the bibliographic section²⁰ available on the Valle d'Aosta library system website.

¹⁵ <https://bct.comune.torino.it/gruppo-di-lettura-la-citta-di-eufemia>

¹⁶ <https://www.comune.castenaso.bo.it/it-it/novita/avvisi/2024/sociale-e-famiglia/giornata-mondiale-del-rifugiato-una-selezione-di-libri-e-film-curata-dalla-biblioteca-320655-1-dbbfff855489fb6975e4cba0f0fe58e2>

¹⁷ <https://esodi.mediciperidirittiumani.org/>

¹⁸ <https://cultura.comune.fi.it/dalle-redazioni/ulp-una-lingua-piu-biblioteca-1#:~:text=numero%20055%20432506-ULP!,in%20lingue%20diverse%20dall%27italiano>

¹⁹ <https://sol.unibo.it/SebinaOpac/query/CC:migra?pb=UBOKA&bib=UBOKA&context=catalogo>

²⁰ <https://biblio.regione.vda.it/attivita/intercultura/biblioteca-interculturale/scaffali-interculturali/>

ii. Enhancing the offer of reading material

The creation of intercultural shelves, through which libraries supply themselves with foreign language, bilingual or multilingual titles, is widespread. The *Mamma Lingua*²¹ project is remarkable as it has listed a multilingual bibliography to provide public reading libraries with useful suggestions for the purchasing of books in the most widely spoken foreign languages in Italy. The project, spread throughout the country, aims at promoting shared family reading in the mother tongue, storytelling and linguistic diversity through the dissemination of books for pre-school children in the most widely spoken languages among migrant communities. The bibliography includes 127 books in seven language sections (Albanian, Arabic, Chinese, French, English, Romanian, Spanish) and a section of titles that have become classics of illustrated literature for young children (*Un ponte di storie: libri che uniscono tutti i bambini*). Only in Lombardy Region, the bibliography was printed in 5300 copies and distributed to libraries. In collaboration with various organisations, including the Municipality of Milan and the libraries of Milan and its province, the *Mamma Lingua* bibliography has become a travelling exhibition, equipped with display panels and customised trolleys to give visibility to the books in the different languages available in the libraries. At the Amadori Library of Bolzano, Trentino Region, the *Mamma Lingua* project has provided books in more than 35 languages.²²

To increase the cultural offer, initiatives such as “*Vai all'estero? Portaci un libro - Are you going abroad? Bring us a book!*”²³ invite libraries' users to donate a book after visiting a foreign country.

The creation of intercultural/circulating shelves is widespread among libraries and is used to promote reading and to increase the access of TCN to library services, as highlighted in more detail in the following section related to access to TCN's rights.

iii. Providing services and disseminating initiatives

Libraries play an active role in developing integrated initiatives or extending the services provided by local authorities and associations. In this sense, libraries show their commitment and social responsibility in defining guidelines and strategies to facilitate the inclusion of migrants in the social fabric.

The Tuscany Intercultural Regional, the Public Library “Lazzerini” and the Municipality of Prato carry out training activities²⁴ for scholars and intercultural operators and contribute to the dissemination of language books and specialised documentation on migration and interculturalism within schools and associations.

The Civic Library in Brunico, Trentino Alto Adige Region, has been providing counselling services²⁵ to migrants in collaboration with Caritas since 2008. Access to the library is facilitated by a specific librarian in charge, who is available for personal contacts to find out

²¹ <https://www.mammalingua.it/il-progetto-mamma-lingua/>

²² <https://biblioweb.medialibrary.it/home/index.aspx>

²³ <https://milano.biblioteche.it/library/zara/bambini-e-ragazzi/vai-all-estero-portaci-un-libro/>

²⁴ <https://www.polointerculturale.toscana.it/it/pagina1438.html>

²⁵ <https://biblio.bz.it/brunico/Cultura-e-incontro/Komm-in-die-Bibliothek-it-IT>

about the various possibilities offered. Guided tours are organised for groups of children, school classes and language courses' organisers.

In addition to their work with associations, libraries promote the activities carried out by reception operators and centres. As an example, in July 2024 the mayor of the municipality of Tricarico (Matera, Basilicata Region) presented the SAI project²⁶ at the San Francesco library with the presence of refugees and asylum seekers hosted in the centre.

Particularly relevant are the training initiatives offered to language facilitators, volunteer teachers of Italian L2 (Italian as a second language) and reception operators of the SAI (Sistema Accoglienza e Integrazione) centres.

In this regard, the Friuli Venezia Giulia region and AIB (Italian Library Association) implemented several initiatives between 2021 and 2023. *'C'era una volta un cuore che partiva' - Once upon a time there was a departing heart* provided training and workshops to librarians and volunteer readers aimed at analysing the way migration is told. The "Villa de Brandis San Giovanni al Natisone" library, as part of the project *'Nessuno escluso. Libri come silenziosi laboratori di accoglienza - Nobody excluded. Books as silent labs of reception'*, promoted training courses for teachers and operators on the use of *silent books* as tools to promote foreigners' reception and encourage active reading. Within the framework of this partnership, the training course for teachers and librarians *'Creare e animare un fondo plurilingue per bambini e ragazzi - Creating and animating a multilingual fund for children and young people'* was also implemented to deepen the potentiality of multilingualism, the Italian industry production of bilingual publications for children and young people, the materials available in foreign languages, the activities that can be designed around languages.

In Tuscany, within the framework of the *Bibliomondo* project, the "BiblioteCaNova" of the Municipality of Florence implemented the initiative *"ITALKIT. La valigia del facilitatore: percorsi e strumenti linguistici per la vita in Italia" - The facilitator's suitcase: linguistic paths and tools for life in Italy*, addressed to language facilitators, volunteer teachers of Italian L2 and reception operators of the local SAI centres. The kit contains playing cards on different themes (labour, skills, competences) and role-playing ideas. The initiative's website²⁷ contains free downloadable and printable materials, including a version that can be modified to adapt the contents to different work or communication contexts.

g) Access to rights

In the framework of the access to TCNs' rights, the activities carried out by libraries mainly refer to two types of intervention: initiatives to improve access to services and facilities and linguistic exchanges/courses and workshops aimed at learning the Italian language, a fundamental requirement to obtain a long-term residence permit and, eventually, the Italian citizenship.

²⁶ <https://www.retesai.it/gmdr-2024-tricarico/>

²⁷ https://limolinguaggi.eu/progetto-italkit_materiali-gratuiti-tema-lavoro-e-competenze/

i. Initiatives to improve access to services and facilities

In the view of social inclusion, some institutions implement ad hoc measures to offer wider opportunities for foreigners to access local libraries. The municipality of Corigliano-Rossano in Calabria, within the project “*Ancora di parole – Anchor of words*”²⁸, carried out in partnership with the association CSC Credito Senza Confini Soc. Coop. Sociale, has planned the expansion of library facilities in the area, the extension of opening hours, the activation of new services such as “reading circles” and language tandems and the setting up of “multicultural shelves” containing texts on migration and books in foreign languages.

With similar objectives the Province of Bolzano in Trentino Alto Adige, by providing a facsimile in German language and available in 20 other foreign languages suggests to its network of libraries the opportunity to present their services through a regulation available in the users’ language²⁹.

The project “*Babele in biblioteca – Babel in library*”³⁰ created by the municipality of Empoli in Tuscany, aims at breaking down the linguistic barriers that prevent foreign public from using library services by providing volunteer staff who are native speakers or have linguistic skills in English, French, Arabic, Romanian, Spanish, Portuguese and German and by making the ‘multilingual’ operators identifiable through a special badge.

In Sicily the municipality of Lampedusa and Linosa has joined the project “*IBBY Silent Books. Destinazione Lampedusa – IBBY Silent Books. Destination Lampedusa*”³¹ promoted by the IBBY Italia Association and the “Biblioteche di Roma” and aimed at selecting the best *silent books* published around the world to create a library for the minor guests of the Lampedusa First Reception Centre and for the children and adolescents living on the island, which for decades has been a symbol of remote and frontier places. IBBY also organizes annual camps to promote reading and to build international networks that use books as a tool for reception. As part of the project, a “Welcome Kit” was also created containing the first essential information for unaccompanied foreign minors arriving in the country.

Access to reading for Ukrainian refugee children and young people is the goal³² of the Imola Library, in Emilia Romagna which has enriched its documentary heritage with novels and illustrated books in Ukrainian by purchasing them autonomously, or receiving them as a gift from the Refugees Welcome Association and the Emilia Romagna Region, and making them available to Ukrainian families living in the city.

In Milan, the Librotrotter multilingual library³³ offers a large collection of more than 6,000 quality children’s books, half of which are in Italian and the other half in more than 60 different languages, particularly those spoken in the neighbourhood. The library also organises multilingual readings for groups of children.

Always with the aim of strengthening services to allow access to the migrant population, the “Unione Montana dei Comuni del Mugello” in Tuscany has foreseen a selection of

²⁸ <https://www.esperienzeconilsud.it/ancoradiparole/scheda-del-progetto/>

²⁹ https://www.bvoe.at/themen/grenzenlos_lesen/Benutzungsordnung

³⁰ <https://www.comune.empoli.fi.it/Novita/Comunicati/Babele-in-biblioteca-alla-Fucini-il-servizio-di-accoglienza-e-internazionale>

³¹ <https://www.ibbyitalia.it/progetti/ibby-libri-senza-parole-lampedusa/>

³² <https://www.comune.imola.bo.it/novita/comunicati/2022/10/a-casa-piani-oltre-30-libri-in-lingua-madre-per-i-bambini-ucraini>

³³ <https://parcotrotter.org/libro-trotter/>



National Civil Service volunteers to collaborate in the 9 municipal libraries of the network.³⁴ Among the tasks of the volunteers, the preparation of specific materials and resources such as multicultural shelves, the organization of "tours" aimed at presenting the territory in terms of culture and local services, the provision of short geography courses, the organization of activities to enhance the skills of migrants (writing CVs, language conversations, reading circles) and the support in the use of "APPs" for the management of daily activities (maps, train timetables etc.)

Finally, it is worth mentioning the Regional Intercultural Documentation Hub of the Tuscany Region which, since 2004, has provided Tuscany libraries and library networks with qualified support in the field of documentation and intercultural services.³⁵ The most important service is the Circulating Bookshelf, the lending of books in the languages of migrants (13 languages) to libraries, schools and associations; there are over 5,200 titles available. The hub also provides a consultancy service on the acquisition and processing of publications in minority languages and the planning of intercultural services in libraries and library networks.

Some broad initiatives aimed to improve access to services and facilities also provide specific support that gives access to social rights. For instance, the Autonomous Region of Valle D'Aosta, in partnership with the Regional Library, has purchased with FAMI funds documentary material in foreign languages to illustrate and provide guidance on Italian civic education, culture, and national and local services and has installed three multimedia stations for language learning and to allow foreigners to carry out telematic administrative procedures.³⁶

Another example may be found in Milan, Lombardy Region, where the San Siro Neighborhood Laboratory³⁷ includes a library that provides educational support to students who do not speak Italian, particularly those from Arab, Romanian or Roma migrant families. The laboratory offers legal support to undocumented people, asylum seekers and refugees who need assistance with documentation, legal status, or asylum applications, who need to visit clinics or hospitals, or who need housing assistance and other support services. In responding to the call for contributions, the Laboratory library reports that a lack of staff, volunteers or specialised personnel limits the facility's ability to effectively manage and deliver programs.

ii. Language exchanges/Italian language courses and workshops

In Milan, Lombardy Region, the aforementioned "Mamma lingua" initiative has converted, within the Zara Library, into the community-oriented program "Mamma lingua di comunità - Community Mamma lingua"³⁸. Thanks to the involvement of the linguistic communities of the area and the training of two foreign volunteers who were previously library's users, at the end of the "Mamma lingua" project the library started experimenting a reading community format, initially aimed only at the Portuguese community of the city and promoted only using local contacts and word of mouth. The Library succeeded in building public loyalty through the organization of monthly meetings whose frequency has facilitated the inclusion of new users

³⁴<https://www.comune.palazuolo-sul-senio.fi.it/sites/www.comune.palazuolo-sul-senio.fi.it/files/documenti/sintesi-progetto.pdf>

³⁵<https://www.regione.toscana.it/-/servizi-bibliotecari-ai-migranti>

³⁶ <https://biblio.regione.vda.it/attivita/intercultural/progetti-fami/>

³⁷ <https://www.retemetodi.it/it/progetti/laboratorio-di-quartiere/>

³⁸<https://www.ibbyitalia.it/mamma-lingua-di-comunita-lesperienza-del-sistema-bibliotecario-di-milano/>



and new foreign volunteers, which have allowed the continuity in the reading cycles. The format has therefore also been replicated for the French-speaking and Russian-speaking communities.

Within the initiative “*Unde venis? Quo vadis?*”³⁹ carried out by the “Unione dei Comuni di Andrano, Spongano e Diso Castro” in Apulia Region, the locality of Ruffano organized literacy and reading workshops for women from the local Maghreb community and for immigrant women hosted in the local reception centres. The collaboration between the municipal library “Don Tonino Bello” and some local associations also led to an exchange between the women participating in the literacy workshops and a group of local women who had previously emigrated to Switzerland and Germany, in order to exchange common experiences and discuss individual and collective destinies, nostalgia and dreams.

The aforementioned Library of Brunico in Trentino Alto Adige, offers the “*Allenalettura*” service⁴⁰: always in collaboration with the local Caritas, some volunteers meet regularly with the children of immigrant families to read or talk to them, in Italian or German, with the ultimate goal of promoting the language skills of migrant children. The Library also makes available to nursery and primary schools the package “*Ich lerne Deutsch*” in German language, which in the region represents the second local language: the kit contains educational materials such as language games and sets of images to exercise language skills while playing.

Learning the Italian language is the aim of the initiative⁴¹ carried out by the “Pietro Acclavio” Civic Library of the municipality of Taranto, in Apulia, together with the I.S.O.L.A. Cooperative which manages the local reception centre. A language course for migrants from Burkina Faso, Nigeria, Iraq, Afghanistan and Gambia was sustained by the enrolment of the beneficiaries at the local library, with the aim of making them actively participate in the local fabric through the library services such as book lending, consultation, use of study rooms and wi-fi connection. The initiative is part of the larger LGNet2 project⁴², funded by the EU AMIF fund, coordinated by the Ministry of the Interior - Department for Civil Liberties and Immigration and implemented in collaboration with ANCI also in Bologna, Caserta, Florence, Genoa, Latina, Milan, Naples, Palermo, Perugia, Potenza, Rome, Sassari, Turin, Trieste and Bolzano.

In Turin, Piedmont, the collaboration between the Penny Wirton School, which in Italy has more than 60 schools, and the “Italo Calvino” Civic Library offers free Italian courses for migrants once a week for the entire duration of the scholastic year⁴³. The Library is one of the Turin civic libraries offering the cultural proposal promoted by the Penny Wirton School, which has been based in Turin since 2023 and which was selected by the Department of Culture of the Municipality of Turin among the initiatives of greatest importance for the city.

³⁹<https://www.unionecomuniandranodisospongano.it/portale/2021/09/15/la-lettura-per-includere-nellunione-dei-comuni-laboratori-in-lis-e-per-migranti-con-unde-venis-quo-vadis/>

⁴⁰ <https://biblio.bz.it/brunico/Cultura-e-incontro/Komm-in-die-Bibliothek-it-IT>

⁴¹ <https://www.comune.taranto.it/index.php/elenco-news/news-in-evidenza/8236-biblioteca-acclavio-l-inclusione-passa-dalla-conoscenza-della-lingua-conferimento-tessere-bibliotecarie-a-25-migranti>

⁴² <https://www.anci.it/category/buone-pratiche-e-progetti/lgnet2/>

⁴³ <https://bct.comune.torino.it/eventi-attivita/corsi-e-laboratori/penny-wirton-scuola-di-italiano-gratuita-per-migranti-0>



Still in Turin, the project *“Torino la mia città - Turin my city”*⁴⁴, implemented by the MIC Association – Mondì In Città Onlus, offers free language training and active citizenship education to immigrant women, especially those of North African origin. In one of the city’s territorial districts the activities are carried out together with the “Primo Levi” Civic Library: the library also makes its premises available in case of preschool service for the beneficiaries’ children who, for economic reasons or because they are on the waiting list, do not attend nursery schools. The women’s groups are coordinated by a certified L2 teacher or a volunteer (retired teacher) trained in teaching Italian to foreigners and are implemented with the local CPIA (Centres for Adult Education), which also issue a certificate of knowledge of the language upon passing an exam.

The Intercultural Service⁴⁵ of the “Biblioteche di Roma”, an institution that is part of the ScuoleMigranti network, promotes the project *“L’Italiano in biblioteca - The Italian language in libraries”*: the initiative involves the organization of free Italian workshops that include, beyond language teaching, also parallel activities such as projections, guided tours in the library and in the city and a guide to the local services for citizens. The project primarily targets refugees and asylum seekers, foreigners who belong to communities with linguistic and writing systems which are very different from the Italian one (such as Chinese and Arabic) or women. At the end of the course, it is possible to take the CELI exam - Certificate of knowledge of the Italian language issued by the University for Foreigners of Perugia.

c) Political and civic participation

The initiatives carried out by the libraries are also aimed at an active involvement of TCNs in local community activities. This occurs in participating in public meetings, collaborating with local actors to promote the discussion on socially relevant issues and engaging in volunteer projects. Through participation, libraries support in promoting social justice and equity and contribute to build a more inclusive and democratic society for all.

According to the findings of the analysis, the most popular tool for encouraging TCN participation is the “Living/Human Library”. This is an innovative method to promote dialogue, reduce prejudice and foster mutual understanding. It is recognised by the Council of Europe as a good practice for intercultural dialogue and a tool to promote human rights. Through the “Living/Human Library”, ‘readers’ can get in contact with people they would not have the opportunity to interact with in everyday life. By offering a voice to community groups who are stigmatised, it is possible to contribute to a greater understanding about diversity and social cohesion.

The main characters of these events are in most cases refugees or unaccompanied foreign minors hosted in reception centres. Therefore, usually the organisation of the event involves a partnership between the libraries, the local authority (municipality or region) and the associations managing the reception services. Examples of such initiatives are: *“Ti racconto*

⁴⁴ <https://www.mondincitta.it/mic/wp-content/uploads/2021/10/progetto-2021.pdf>

⁴⁵ <https://www.bibliotechediroma.it/opac/article/interculturala/card-interculturala>



*una storia. Ti racconto di me – Let me tell you a story. Let me tell you about myself*⁴⁶ organised by the European Library of Rome and the Centro Astalli: *“Biblioteca bene comune – Library as a common good”*⁴⁷ with the participation of the SAI MSNA of Caserta, Campania and the event⁴⁸ organised by the Library of San Casciano Val di Pesa and Oxfam Italia in Tuscany on the occasion of the World Refugee Day. Still in Tuscany, the ‘Masaccio’ Municipal Library in San Giovanni Valdarno held two meetings focused on the living library and included in the *‘DiMMi di Storie Migranti...in Biblioteca – Tell me about migrant stories..in libraries’* project⁴⁹, financed by Tuscany Region in collaboration with Oxfam Italia Intercultura.

The participation of TCNs is also encouraged through the involvement in the production of dissemination and training materials. The “Sistema Bibliotecario Valdostano” and the Autonomous Region of Valle d’Aosta collaborated with several associations of migrant communities in the implementation of the project *‘IL GIRO DEL MONDO, PRESENTAZIONE LIBRO FILASTROCCHES PER LA NANNA - AROUND THE WORLD, PRESENTATION OF THE BOOK OF NURSERY RHYMES FOR BEDTIME*⁵⁰ aimed at the production and dissemination of a book and a CD of nursery rhymes in the most widespread foreign languages in Valle d’Aosta - Chinese, Arabic, Albanian, Romanian, Portuguese, Spanish, Ukrainian, Wolof. Migrant communities were also the protagonists of intercultural events on the discovery of popular customs and traditions, stories and pieces of popular music, and stories in languages.

Additionally, civic participation among TCNs is fostered through volunteering in libraries. Volunteering as a commitment to community activities fosters empowerment and offers opportunities for lifelong learning, and encourages individuals to take an active role in contributing to the common good.

In Tuscany, after the success of various volunteering projects (cleaning the city, taking care of municipal gardens), the municipality of Pistoia and three associations dealing with the reception of refugees and asylum seekers started a new initiative at the “San Giorgio” municipal library. The project⁵¹ of library volunteers was born after several visits made by a group of refugees and asylum seekers to the San Giorgio Library, which, over time, turned into regular attendance. This built the idea of making this relationship systematic, with the twofold aim of fostering integration and a positive dialogue between asylum seekers and the city community, and offering an additional service to library users.

Conclusion

Regardless the variety of initiatives presented in Italian libraries there is still a space for further development and improvement.

According to libraries, the limits to their activities are numerous. Sometimes it may be the lack of economic resources that means that books in various languages cannot be

⁴⁶<https://www.bibliotechediroma.it/opac/news/ti-racconto-una-storia-ti-racconto-di-me-i-rifugiati-diventano-libri-viventi/34458>

⁴⁷<https://integrazionemigranti.gov.it/it-ital/Ricerca-eventi/Dettaglio-evento/id/205/Campania-Biblioteca-Bene-Comune>

⁴⁸<https://www.oxfamitalia.org/human-library/>

⁴⁹<https://www.comunesgv.it/human-library-dimmi-di-storie-migranti-in-biblioteca/>

⁵⁰<https://biblio.regione.vda.it/attivita/interculturala/biblioteca-interculturala/eventi-interculturali/>

⁵¹<https://www.comune.pistoia.it/comunicati-stampa/profughi-volontari-biblioteca-pistoia-il-primi-esempio-italia>



purchased and libraries can only rely on donations, which do not always ensure the availability of books in all languages. Another weak point is a lack of staff: the operators believe that, even by just involving more foreign volunteers, the structure could really become a meeting place for the different communities. Libraries also underline that the services could be improved by investing in the training of staff and volunteers to improve their skills in certain areas such as interculturalism, language teaching, legal and mental health assistance and support, or even by increasing the availability of translation and interpretation services in order to overcome language barriers.

In general, the public library should overcome the image of an elitist institution and intercept the complexity and fluidity of social reality. To this end, it is important for the library to be welcoming and to encourage the building of networks of relations between citizens, associations and institutions. The challenge is to identify strategies that facilitate the removal of obstacles to the use of services (architectural barriers, opening hours, fulfillment of procedures), but there is also the opportunity for the public library to be the central node of a network with other cultural institutions and to make the resources and information resources available to local administrations more efficient.





Library Bridges: Promoting the integration and inclusion of third country nationals in Europe through libraries and local partnerships

Desk research Report

Benchmark of innovative practices in LATVIA



**Bibliothèques
Sans Frontières**
Libraries Without Borders



**comunitățile
viitorului**



ANVITA
ASSOCIAZIONE NAZIONALE
DEI VALIGIATI TERRANESIMI ASSOCIATI



**Biblioteche
Senza Frontiere**
ITALIA



Culture Information
Systems Centre
Republic of Latvia



FRSI



Co-funded by
the European Union



Written by: Aija Kasemira and Agrita Sagalajeva from Cultural Information Systems Centers from the Republic of Latvia.

The methodology followed was the research of secondary data for the context description and the use of a [questionnaire](#) to collect the library's experience.. <https://forms.office.com/e/OpRHZxAVXZ>. The content of the questionnaire was designed to obtain information on the experience of libraries working with third-country nationals in their communities - what events, lessons, language courses, creative workshops and other activities have been organised; innovative forms of work used; what library services are offered to this audience; what services and forms of work would be worth further developing in depth. The questionnaire and the invitation to get acquainted with the project was published on the Newsletter of the Ministry of Culture inviting public libraries of local governments to participate in the project LIBRI co-financed by the EU [Ministry of CULTURE \(km.gov.lv\)](#), on the CISC website inviting public libraries of local governments to participate in the project LIBRI co-financed by the EU (www.kis.gov.lv), on CISC social media Facebook, on the Latvian Library portal <https://www.biblioteka.lv/kisc-libri-2024/>, as well as send individual e-mails to libraries. Within a month 26 responses were received. In early August CISC project team collected and analyzed received responses.

I. General national context

a) Latvian context and demographic profile

Latvia is one of three Baltic States bordering Lithuania, Estonia, Belarus and Russia.



Image 1. Geographical location of Latvia. Source: <http://www.vidiani.com/>

The area of Latvia is 64,589 km² with 1.87 million inhabitants as illustrated in Image 1. The population tends to decrease, except in 2023.



Table 1. Population in Latvia, 2020-2024

Year	2020	2021	2022	2023	2024
Population	1907675	1893223	1875757	1883008	1871882

At the beginning of year 2023 1 million 883 thousand inhabitants lived in Latvia it is 7.3 thousand more than a year ago, according to the Central Statistical Bureau (CSB). The population grew 0.39% last year, including a 0.78% decline due to negative natural growth, but increased 1.17% due to migration. The positive migration gap is mainly comprised of 23.5 thousand Ukrainian refugees who are credited to the population of the country providing asylum.

Source:

<https://stat.gov.lv/lv/statistikas-temas/iedzivotaji/iedzivotaju-skaitis/preses-relizes/12338-iedzivotaju-skaita-izmainas>.

In terms of nationalities: 86.1 % of the population is formed by citizens of Latvia (86.9 % a year ago), 9.3 % by non-citizens of Latvia (9.7 %), 2.0 % by citizens of Russia (2.1 %), and 2.6 % by citizens of other countries (almost a half or 48.5 % of them were refugees from Ukraine). Out of all non-citizens of Latvia, 50.7 % lived in Riga, constituting 14.6 % of the total capital population. The immigrant population is quite older: people aged 50 and over accounted for 75.5 % of all non-citizens of Latvia. The share of people having citizenship of other countries and belonging to this age group made 66.5 % and just 37.8 % of the citizens of Latvia were at this age.

According to Eurostat's Migration and migrant population statistics, as of 1 January 2023, there were about 255 200 third-country nationals (TCNs, no European citizenship), representing 13.6% of the population, and another 6 500 EU citizens (0.3%) living in Latvia at the time.

When looking at international long-term migration by country group the majority of immigrants (5,123 people or 27.4%) came from EU candidate countries, with 4.7 thousand (92.5%) from Ukraine. In 2023, 3.9 thousand (21.0%) immigrants came from EU countries, 2.7 thousand (14.6%) from the United Kingdom, and 1.7 thousand (9.1%) from Russia. In addition to Ukraine, a notable number of foreigners working currently in Latvia come from Uzbekistan, Belarus, India, and Lithuania.

<https://schengen.news/number-of-foreign-workers-in-latvia-has-doubled-since-2015-exceeding-15500-this-year/>

Last year, 1,242 people arrived from India, an increase of 35.1% from 2022, when 919 arrived, and more than double the numbers from previous years (514 in 2021 and 427 in 2020).

In 2022, Russia's expanded hostilities in Ukraine changed the world. In many parts of the country, the population grew due to the large emigration of Ukrainian war refugees. Latvia was no exception, and in 2023, for the second year in a row, the most arrivals came directly from Ukraine – 25.1% (compared to 63.6% in 2022), or one in four of all immigrants.

Compared to 2022, the number of arrivals from Russia dropped by 22.8% last year (from 2.2 thousand in 2022 to 1.7 thousand in 2023). The number of immigrants from Belarus decreased by 8.7%. <https://stat.gov.lv/>

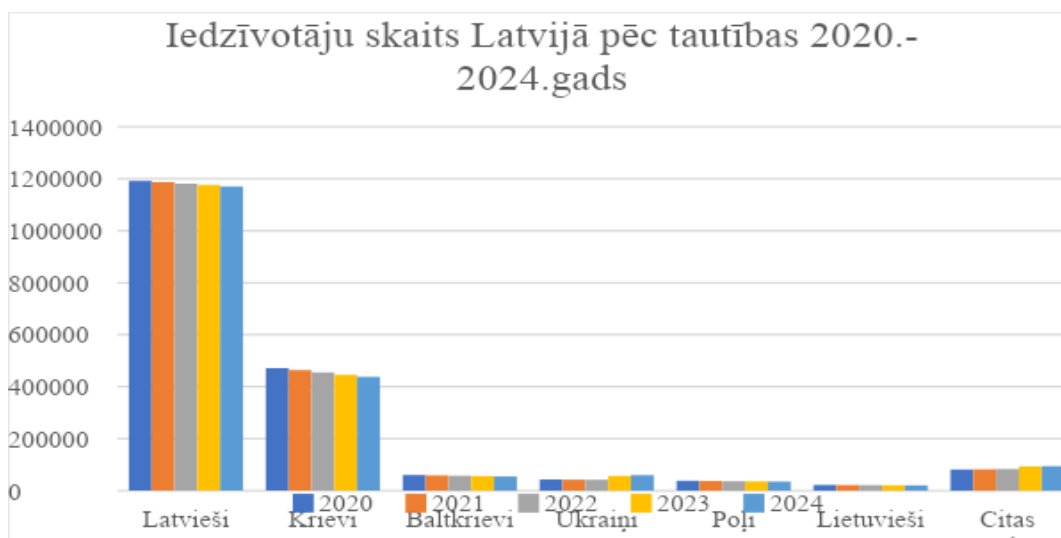


Chart 1. Number of inhabitants in Latvia by nationalities 2020-2024. Source: <https://data.stat.gov.lv/>

In a historical perspective, the Republic of Latvia 50 years was under the occupation of the USSR and the USSR actively implemented a mass migration policy of the people of the USSR in order to weaken the possible resistance of the national states to the occupation and to strengthen Soviet rule. There were more than half a million immigrants and their descendants in the territory of Latvia. As early as the late fifties, the proportion of Russians in some of Latvia's largest cities, such as Riga, Daugavpils and Rezekne, exceeded 50 percent. The arrivals were also the active personnel of the USSR Red Army with all the families. Migration accounting statistics were not complete during the Soviet occupation period, the data were not publicly available, after each census the migration records were refined and did not include the movement of the army. Source:

<https://enciklopedija.lv/skirklis/21014-iedz%C4%ABvot%C4%81ju-migr%C4%81cija-Latvij%C4%81.S>
[Fr:https://shs.cairn.info/revue-le-courrier-des-pays-de-l-est-2005-6-page-42?lang=fr&tab=](https://shs.cairn.info/revue-le-courrier-des-pays-de-l-est-2005-6-page-42?lang=fr&tab=texte-integral)
[xte-integral](https://shs.cairn.info/revue-le-courrier-des-pays-de-l-est-2005-6-page-42?lang=fr&tab=texte-integral)

In the late 1980s along with the restoration of Latvia's independence the dissatisfaction of indigenous peoples of Latvia with the rapid influx of foreign nationals into Latvia grew. Migration policy practiced by the USSR directly affected the existence of the Latvian nation, the use of the Latvian language was restricted and denied, national cultural traditions were systematically suppressed because it would ensure the strengthening of the USSR's power and the suppression of the efforts to restore independence. Latvian residents began to feel the need for a certain Latvian migration policy that would ensure control of migration processes in the country. Source: <https://www.pmlp.gov.lv/lv/vesture>.

Taking into account the geographical situation of Latvia (border with Russia and Belarus) historically the largest number of arrivals from Russia and Belarus is in the border territories of Latvia – Latvia's most cultural and historical region – Latgale.

For statistical purposes, Latvia is distributed in 5 statistical regions: Riga Statistical Region, Vidzeme Statistical Region, Latgale Statistical Region, Kurzeme Statistical Region, Latgale Statistical Region. Source: <https://stat.gov.lv/lv/statistikas-temas/vide/dabas-resursi-geografiskas-zinas/publikacijas-un-infografikas/21408>.

Latgale Statistical Region has the highest number of minorities (see Chart 2 below). For example, Daugavpils the second largest state city in the region has the highest number of minorities at the end of year 2023 - 79% (46.9% are Russians, Poles 12.8%, Belarusians 7.1%). Compared to the capital Riga - 53.4% (34.6% are Russians), Rezekne - 52.6% (40.8% - Russians). Source: CTparskats_final_2024.pdf (www.cilvektiesibas.org.lv).

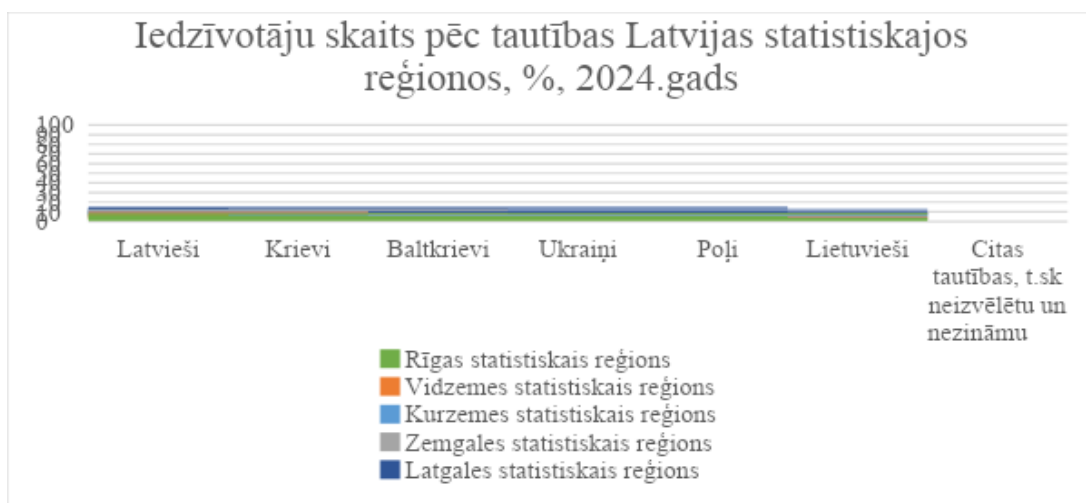


Chart 2. Population by nationalities in Statistical regions of Latvia % year 2024. Source: <https://data.stat.gov.lv/>

b) Institutional, political and legislative context relating migration

Latvia started regulating migration processes after the restoration of national independence after the collapse of the USSR in 1991. Latvia has successfully addressed the challenges posed by Soviet heritage, respecting the rule of law, human rights and international practice. Latvia has joined the most important international human rights instruments. In developing the normative framework, Latvia has consulted international human rights experts and based on recommendations of various international organizations (UN, OSCE, EP, etc.). This has helped to ensure full compliance of Latvia's regulatory framework and practice with international standards. Source: www.am.gov.lv.

Latvia has joined several important international human rights documents and migrations (Source:

<https://www.cilvektiesibu.gids.lv/lv/temas/kas-ir-cilvektiesibas/kadi-ir-galvenie-cilvektiesibu-dokumenti> and <https://www.pmlp.gov.lv/lv/starptautiskie-tiesibu-akti>):

1. The European Convention on Human Rights;
2. The Charter of Fundamental Rights of the European Union;
3. The International Covenant on Civil and political Rights;
4. The European Social Charter;
5. The International Covenant on Economic, Social and cultural Rights;
6. General Convention for the Protection of national minorities;
7. Convention for the Protection of Human Rights and Fundamental Freedoms and its separate Protocols – Protocol 1, Protocol 2, Protocol 4, Protocol 6, Protocol 7;
8. the Convention of 28 July 1951 on the status of Refugees and the first Protocol thereto;
9. Convention implementing the Schengen Agreement of 14 June 1985 between the Governments of the States of the Benelux Economic Union, the Federal Republic of Germany and the French Republic on the gradual abolition of checks at common borders.

A number of European Union regulatory acts are respected with regard to free movement of persons and migration, asylum policy. Source: <https://www.pmlp.gov.lv/lv/starptautiskie-noteikumi>.

The procedures for entry, residence, transit, exit and detention of foreigners as well as the procedures by which foreigners shall be kept in and deported from the Republic of Latvia in order to ensure implementation of migration policy conforming to international legal norms and the interests of the State of Latvia shall be determined by the Immigration Law (see <https://likumi.lv/ta/id/68522-imigracijas-likums>) and Cabinet regulations subordinate thereto.

A submission regarding granting of refugee or alternative status in Latvia may be submitted personally to the State border Guard at the border crossing point or in the transit zone prior to entering Latvia or any territorial unit of the State border Guard if the person is already in Latvia. Source: <https://www.pmlp.gov.lv/lv/patveruma-procedura-latvija>.

Following the invasion of Ukraine by the Russian Federation the Ukrainian civilian support Act was adopted on 3 March 2022 to regulate the arrangements for providing support to Ukrainian civilians leaving Ukraine or unable to return to Ukraine due to the armed conflict caused by the Russian Federation during the course of this armed conflict, as well as providing general support to Ukrainian society (see <https://likumi.lv/ta/id/330546-ukrainas-civiliedzivotaju-atbalsta-likums>).

Implementation of the public integration policy has been transferred to the Ministry of Culture of the Republic of Latvia which implements comprehensive development of the public integration policy including integration of third-country nationals into Latvian society.

The Ministry of Culture has prepared a draft plan for a “United and Civic active society Development Plan 2024-2027.” It is prepared to ensure the fulfillment of the objectives and objectives set out in the Guidelines for the Development of a cohesive and Civically active society 2021-2027, as well as in the national Development Plan 2021-2027.

On March 17 year 2022 a supervisory board for the implementation of the guidelines for the development of a cohesive and civil society for the years 2021-2027 was established. The

competence, composition, work organisation and decision-making procedures thereof shall be determined by Cabinet Regulation No. 851 of 21 December 2021, by-law of the Supervisory Board for the implementation of the Guidelines for the Development of a United and Civil active society (see <https://likumi.lv/ta/id/328636-saliedetas-un-pilsoniski-aktivas-sabiedribas-attistibas-pamatnostadnu-istenosanas-uzraudzibas-padomes-nolikums>).

c) Ecosystem of stakeholders involved at national level

Migration issues can be described as a horizontal issue as several institutions carry out binding issues within their competences such as the Ministry of Foreign Affairs which keeps records of international treaties. However the most directly responsible institutions are the Ministry of the Interior and the subordinate institution the Office of Citizenship and Migration Affairs which has territorial divisions throughout Latvia.

The Asylum Law and the Cabinet regulations Cabinet of Ministers there to in accordance with generally recognised international human rights principles ensure the right of a person to receive asylum, temporary protection, to obtain refugee status or alternative status in the Republic of Latvia (see <https://likumi.lv/ta/id/278986-patveruma-likums>).

In the Republic of Latvia migration policy shall be implemented by the Office of Citizenship and Migration Affairs, which is a direct administration institution under the supervision of the Minister for the Interior. The activities of the Office of Citizenship and Migration Affairs shall be regulated by Cabinet of Ministers Law of the Office of Citizenship and Migration Affairs (see <https://likumi.lv/ta/id/323561-pilsonibas-un-migracijas-lietu-parvaldes-nolikums>).

In accordance with the laws and other laws and regulations in force, the Office of Citizenship and Migration Affairs shall perform the following functions (see <https://www.pmlp.gov.lv/lv/darbibas-jomas>):

- Implementation of migration policy;
- Development and implementation of asylum policy;
- Development and implementation of repatriation policy;
- Issuance of identity and travel documents;
- Provision of information from the Register of natural persons.

Immigration control tasks have been performed by the State border Guard. The border Guard is a direct administration institution under the supervision of the Minister for the Interior. The legal basis, tasks, functions and competence of the operation of the State border Guard as well as the duties and rights of border Guard shall be determined by the Law on border Guard (see <https://likumi.lv/ta/id/318741-valsts-robezardzes-likums>). The State border Guard shall co-operate with other State and local government institutions, merchants and international organisations, unions or communities in matters of guarding and control of the State border as well as in matters related to the control of compliance with the regulations regarding entry, stay, exit and transit of foreigners, and in other matters falling within the competence thereof. Source: <https://www.rs.gov.lv/lv/par-mums>.

The Ministry of Culture is responsible for the development of public integration policies but the Society Integration Foundation ensures the effective implementation of public cohesion policies and provides significant support to the non-governmental sector to strengthen nationality and democracy by supporting a citizen-educated, active, responsible, inclusive and cohesive society. In 2023 the Society Integration Foundation began developing a new service - a one-stop shop for foreigners. Its objective is to provide information support and services in one place to third country nationals and beneficiaries of international protection which is necessary when moving to Latvia for successful socio-economic inclusion of persons. The agency has 4 branches, the last of which opened in Daugavpils in early 2024. Source: one-stop shop for foreigners | Society Integration Foundation (<https://www.sif.gov.lv/lv>).

Immigrants from third countries could learn Latvian in the year 2023, get to know life in Latvia, as well as attend integration courses and get help to find work more successfully and get support from a social mentor. State and non-governmental organizations provided integration and Latvian language courses for asylum seekers and third-country nationals, including Ukrainian civilians. Source: https://www.emn.lv/wp-content/uploads/2024/06/EMN_zinojums_2023.pdf

Non-governmental organizations also deal with migration issues. This sector is active in Latvia because the number of organisations is growing continuously on average registering 700 organisations per year. The sector of non-governmental organisations in Latvia is highly diverse in terms of both content and scope of activity. Source: Handbook "Living in Latvia". In the context of migration the Safe House organisation, the Plan to Help Refugees, is active. Several organisations have been established to provide assistance/support to Ukrainians.

At the national level the Ministry of Culture is a public administration institution that creates and coordinates national cultural policy. There are several libraries, museums and educational institutions overseen by the state through the Minister for Culture.

II. Territorial context of migration

In 2023 migration processes and their management continued to be significantly influenced by events that took place abroad in relation to the Russian war in Ukraine and Latvia in relation to the Latvian-Belarusian border situation.

The total number of first-time fixed-term residence permits issued in 2023 has increased by 16.26% compared to the previous year - 10,22019 (2022 - 8,790) fixed-term residence permits have been issued. In addition, 17167 first-time temporary residence permits were issued to Ukrainian civilians who have received temporary protection in Latvia.

The number of asylum seekers has risen three times - there were 1,624 in the year 2023 (year 2022 - 546). Source: https://www.emn.lv/wp-content/uploads/2024/06/EMN_zinojums_2023.pdf

a) Institutional and administrative activities of local authorities

In Latvia the role of the State and local government in migration is multidimensional and includes various functions and measures to address migration issues and promote integration. Main directions of State and local government activities.

1. Policy development and regulation -
 - o At national level: the Latvian government develops and implements migration policy by determining migration flows, regulating work permits, residence permits and other necessary documentation requirements.
 - o At municipal level: local authorities provide support to local communities and coordinate issues related to the integration and support of migrants.
2. Integration and support programmes -
 - o At national level: various integration programmes for migrants have been developed, including language courses, legal support and information on life in Latvia.
 - o At municipal level: Many municipalities carry out local integration activities such as language training classes, cultural activities where migrants can get to know the local community and improve their quality of life.
3. Social Security -
 - o At national level: the country offers social support such as healthcare and social security which is also available to migrants if they meet the relevant criteria.
 - o At municipal level: municipalities often offer social support such as shelters, childcare and other social services that help migrants adapt to new environments.
4. Educating and informing the public -
 - o At national level: public institutions promote an educated society about migration queries by addressing problems that may arise from public ignorance or prejudice.
 - o At municipal level: local authorities often organise local campaigns and events which help to develop positive attitudes towards migrants and promote their integration into society.

b) Institutional and administrative activities of libraries

The Latvian library network covers the entire territory of the country ensuring quality information, cultural and lifelong learning services and preservation and accessibility of historical and cultural heritage, promoting the transfer of knowledge and cultural values for the creation of new knowledge and cultural values, organizing literacy and reading promotion activities, developing media literacy and information literacy skills of the population, offering open and inclusive education and meeting space, promoting public and civic activity of the population and the development of the whole country.

The Latvian Library system covers three sectors: the state, local government and private

sector. Public sector libraries under the authority of relevant ministries shall provide the library services necessary for the operation and development of certain sectors at national and international level. Local government libraries provide library services to residents of certain administrative territories. Private sector libraries provide library services to representatives of their institutions. Latvia has 6 libraries of national importance: National Library of Latvia, University of Latvia Academic Library, University of Latvia Library, Rīga Stradiņš University Library, Riga Technical University Scientific Library, Latvian University of Life science and Technology Fundamental Library.

According to the territorial division Latvia has 29 regional main Central libraries: Aizkraukle Central Library, Aluksne Central Library, Cesu Central Library, Bauska Central Library, Dobele Central Library, Gulbene Central Library, Jekabpils Central Library, Jelgava City Library, Jurmala Central Library, Kraslava Central Library, Kuldiga Central Library, Latgale Central Library, Liepaja Central Scientific Library, Limbazu Central Library, Livani Municipality Central Library, Ludza Central Library, Madona Central Library, Ogre Central Library, Preili Central Library, Rezekne Central Library, Riga Central Library, Salaspils Municipality Library, Saldus Central Library, Talsi Central Library, Tukums Library, Valka Municipality Central Library, Valmiera Library, Ventspils Library.

Source: Library system - Biblioteka.lv. A total of 1,400 libraries per 1,990,000 inhabitants in the country. Source: [Libraries | Ministry of Culture \(km.gov.lv\)](http://Libraries | Ministry of Culture (km.gov.lv)) (year 2023 data) - 1 National Library, 30 University libraries, 19 College libraries, 20 Special libraries, 725 municipal public libraries and 605 libraries of Educational institutions.

The total number of libraries has fallen in recent years. There are various reasons for this mainly due to a decline in the country's population and administrative territorial reform. However the number of active users has positive dynamics – in year 2023 it has increased by 4% (753 660) compared to year 2022 (723 907).

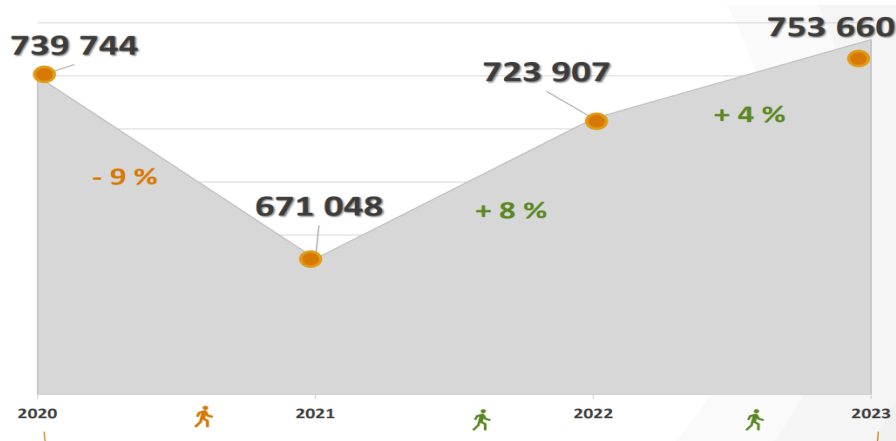


Chart 3. Number of library users (2020 - 2023).

There has also been a significant increase in library attendance - physical attendance by 9% and virtual attendance by 130%. The attendance rates reflect a complete change in user

habits. This is due not only to the challenges facing society at the end of the COVID period but also to the rise of library services in the digital environment. The usage of digital services has become very popular such as different websites, e-resource platforms, online catalogs, databases, etc.

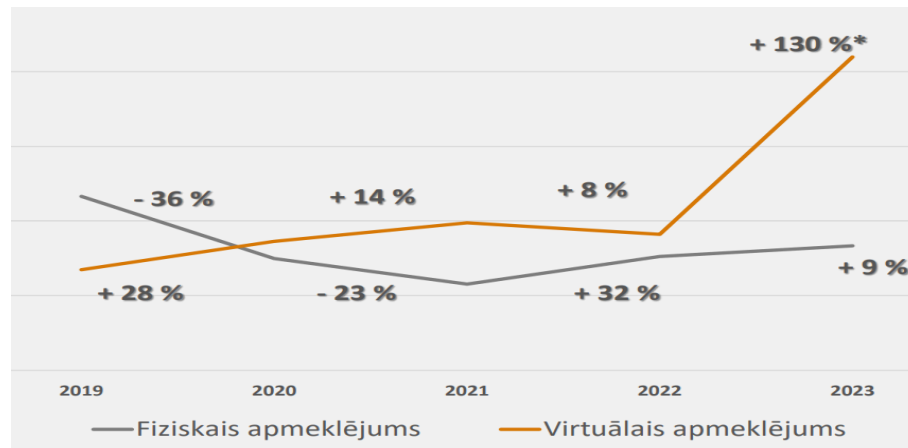


Chart 4. Visit libraries (2019 - 2023).

The total lending amount has increased by + 40% to 29,811,452 units. This is due to the increasing usage of e-resources. Users are happy to choose to use remotely available e-resources such as e-books, digital materials, and various mobile apps. Accordingly the issue per active user of the library is 22 units and the issue per capita is 8.8 units.

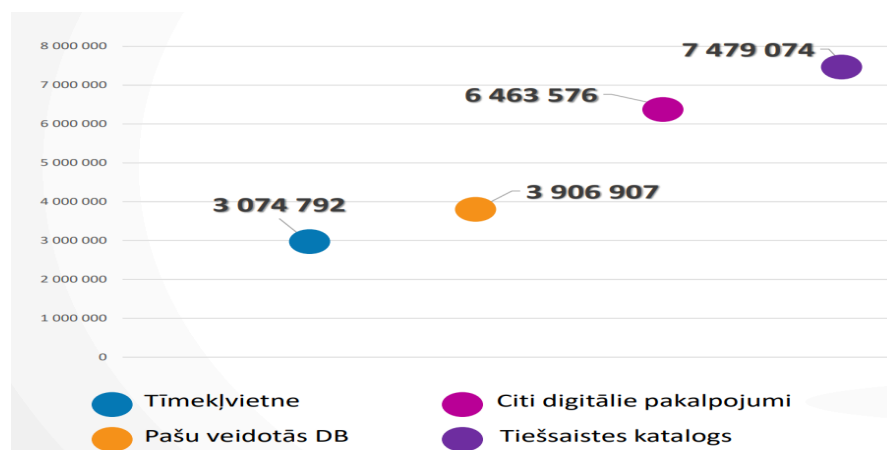


Chart 5. Usage of digital services.

Blue - websites; Orange - databases made by library; Purple - other digital services; Violet - Online catalogue

A total of 40% of Latvian residents use library services while on average the number of residents per library is 1336. From a perspective work needs to be done to maximize the population using library services. The principle of access to libraries is a priority: library

services must be accessible to all people for cultural, creative and talent purposes, education, research, information and communication purposes. The principle of free access to information and knowledge, which provides for access to printed matter, electronic publications and other materials in libraries, irrespective of the nationality political, ideological, religious or other orientation of their authors, must be ensured.

The total number of library staff reaches 3,301 units including librarians and technical staff, a slight decrease from previous years. In general technical workers have been affected by the decrease. Overall the total number of library staff is satisfactory and provides library functions.

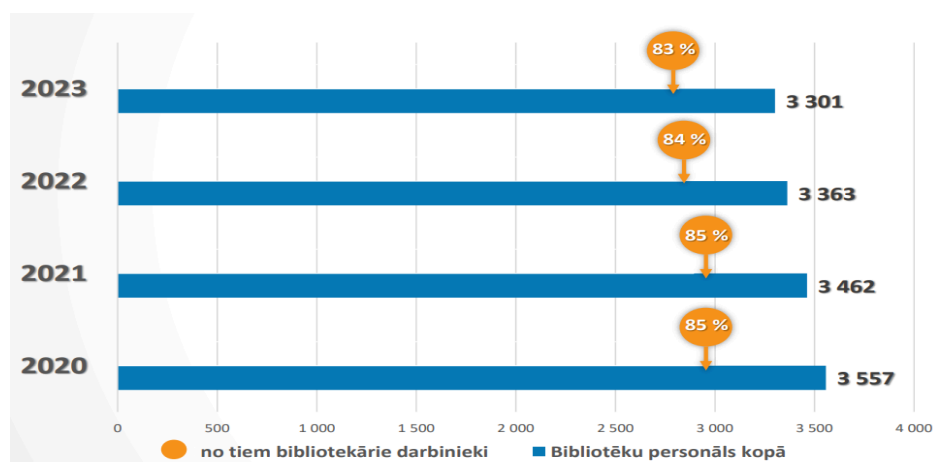


Chart 6. Library staff (2020 - 2023).

In total 38 automatic lending systems have been installed for user convenience, 37 book drop boxes (24/7), 35 self-service devices and 40 book security systems provide inventory security. Source: [Statistics of Latvian libraries | Ministry of Culture \(km.gov.lv\)](https://www.km.gov.lv/en/statistics-of-latvian-libraries). Statistics of.

All libraries in Latvia provide users with high-quality free Internet and WIFI access, fully equipped computer workspaces specially designed for users. In addition there are various paid services such as printing, copying, laminating, etc.

The operation and planning of libraries work is based on the Library Law [Library Law \(likumi.lv\)](https://likumi.lv) and the Strategy 2023-2027 [LIBRARY SECTOR STRATEGY 2023-2027 \(km.gov.lv\)](https://www.km.gov.lv/en/library-sector-strategy-2023-2027) highlighted strategic directions and the role of libraries in democratic and media literacy processes, strengthening and resilience of communities as well as with the aim of supporting society with the supply of quality services. The document is closely linked and based on the annual IFLA industry reports on trends (IFLA trend Report 1).

About municipal Libraries:

The project targets municipal public libraries. This choice is based on the fact that the Culture information systems Centre guarantees the quality operation of the Unified Library data transmission Network service in more than 700 public libraries, branch libraries and external service points of libraries throughout the territory of Latvia. This allows library visitors to

access a variety of reliable information, official multimedia content, and the public world wide web. The Unified Library Network enables the introduction of new interactive services for library users. Access to the Unified Library Technical support Centre has been ensured for all public libraries of local governments. Source: [national Single Library information system Culture Information Systems Centre \(kis.gov.lv\)](http://national.Single.Library.information.system.Culture.Information.Systems.Centre.kis.gov.lv).

In total there are 725 municipal public libraries in the country. Unfortunately their number has declined in recent years this is due to negative dynamics of the total population of the country

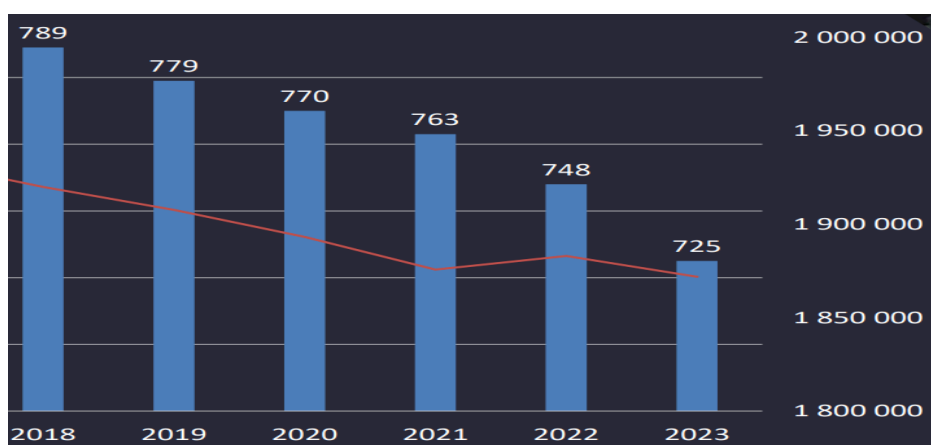


Chart 7. Number of municipal public libraries and national population (2018-2023).

According to statistics active library users are 372,799 this is up to 4% from the previous year. Physical attendance adds up to 4,508,718 times, 11 percent above last year's figures. Virtual attendance has hit record highs 13,990,150 times, 278% above the previous year's results. As mentioned above, users are happy to choose to use remotely available e-resources such as e-books, digital materials and various mobile apps. This has a positive impact on the total number of dispensations which is 9,268,382 units, 16% above the previous year's figures. About 20% of Latvian residents use public library services. The indicator is relatively low and it is therefore necessary to actively think about ensuring an inclusive and accessible library environment both physically and digitally; learn how to further develop existing and offer new information services, and expand library services online.

There are 1852 employees in public libraries in 2023. <https://www.km.gov.lv/lv/statistika-bibliotekas>. An average of 15 - 20 employees work in Regional Central library and 1-3 in county rural libraries.

III. Inspiring practices: libraries as spaces for inclusion for TCN

Libraries do a lot to ensure the integration of third-country nationals into local society and access to information, social and cultural integrity. How to improve this work?

To find answers to these questions the CISC working group on the Project "Library bridges: promoting the integration and inclusion of third-country nationals in Europe through libraries



and local partnerships" developed a library questionnaire <https://forms.office.com/e/QpRHZxAVXZ>. The content of the questionnaire was designed to obtain information on the experience of libraries working with third-country nationals in their communities - what events, lessons, language courses, creative workshops and other activities have been organised; innovative forms of work used; what library services are offered to this audience; what services and forms of work would be worth further developing in depth. The questionnaire and the invitation to get acquainted with the project was published on the Newsletter of the Ministry of Culture inviting public libraries of local governments to participate in the project LIBRI co-financed by the EU [Ministry of CULTURE \(km.gov.lv\)](http://www.km.gov.lv), on the CISC website inviting public libraries of local governments to participate in the project LIBRI co-financed by the EU (www.kis.gov.lv), on CISC social media Facebook, on the Latvian Library portal <https://www.biblioteka.lv/kisc-libri-2024/>, as well as send individual e-mails to libraries. Within a month 26 responses were received. In early August CISC project team collected and analyzed received responses. The findings were very valuable and interesting. Many libraries have considerable experience, many different events have taken place and contacts have been established with the local community of third-country nationals. They are mostly Ukrainian people who have ended up in Latvia as a result of the Russian-Ukrainian war. According to our respondents, communities of migrants from other regions, for example from Asian and African countries, seem to use library services more rarely and to access the internet, and to be more keen to join cultural activities among their own community. The project will further analyze if there is a need for support inside those communities as well as try to understand the reasons for their lower frequency of library visits.

Participation in different projects is the way of promoting the participation of the public in the cultural, educational and unity processes of the community which is an essential condition for the development of a democratic, equitable and sustainable society. Similarly the activities of libraries not only support the achievement of the sustainable development goals but also fulfill them through their own activities. However it is likely that for several community groups library services are not available or appropriate to their interests and needs. Special emphasis should be placed here on vulnerable social groups such as seniors who may be at risk of remaining on the other side of the digital divide as well as on third-country nationals who have recently entered national territory. Their involvement in local communities requires careful work focused on community cohesion, shared values and cultural diversity.

In order to achieve this objective public libraries of local governments should become an equal partner in the management of local government services alongside other local government units, developing cooperation with local government, various representatives of the local community, citizens, cultural and ethnic societies and non-governmental organisations. Libraries thus engage in representation of residents' interests in local government development planning looking for innovative and creative solutions. Libraries should continue to educate and advise communities in locating and achieving the sustainable development goals. In addition to basic services the work organization of libraries is based on





and several cornerstones of developing programmes to promote reading especially for children and young people; literature promotion activities; to promote public information literacy, media literacy, digital literacy and knowledge of the official language; raise awareness of common European values and promote cultural diversity, citizenship and democracy in society.

Accordingly The most valuable questionnaire responses were obtained from the following libraries: Jelgava City Library, Jekabpils Municipality Library, Latgale Central Library, Liepaja Central Scientific Library, Ogre Central Library, Riga Central Library, Salaspils Municipality Library, Saldus Municipality Library, Siguldas Municipality Library and Ventspils Library.

They cooperate with other institutions such as: Daugavpils State City Education Board, Municipality, Ukrainian and Belarusian associations, Municipality, Liepaja municipality, Foundation, Embassy of Ukraine, Municipality, public Centre, Local government, The Embassy of Ukraine, Ukrainian support society "Товариство підтримки України", Riga State City Municipality, Riga City neighborhood population Centre, Ventspils, Ukrainian cultural society "Kobzar", Ventspils Technical School lecturer Ukrainian Odarku, Kukits who coordinates Ukrainian inclusion, Ventspils Education Board, Schools, Ventspils University, Local government and Salaspils Municipality and City Council.

The initiatives collected are listed in the annexed table.

Conclusion

The data obtained lead to the conclusion that the library services offered to the audience of third-country nationals are multifaceted and of high quality. The range of services largely ensures the successful integration of individuals of this audience into the local community. Firstly libraries provide third-country nationals with official information from state and local governments on residence conditions, education, self-education and job opportunities. There is unlimited access to library supplies, to news sources, as well as to library infrastructure - computer workstations with internet connection/Wi-Fi. Libraries host a wide range of thematic events both for adults and children which promote their understanding of our country, culture and language. The integration process is greatly facilitated by the individual consultation and support of librarians. There is still much work to be done in this area. It is necessary to train librarians how to better address and serve third-country nationals. The exchange of experience and good practices within the sector is important as many municipalities have put this work very well while others do not. Among TCNs the situation is diverse; many individuals seem to rely very well on the existing collection of support initiatives and to have created strong bonds with the local community. Another part of the TCN seems to be more keen to rely mainly on solidarity and cultural activities among their own cultural community and thus limit their visits to libraries. The project will also aim to evaluate if there are needs for support inside these communities, to understand the reasons why they come to the library less often and if there is a need for new strategies that targets them. The LIBRI project setup and the tasks to be performed will certainly contribute to and improve integration work by bringing new ideas and





Library Bridges: Promoting the integration and inclusion of third country nationals in Europe through libraries and local partnerships

work experience towards a common goal in building an inclusive society as well as reaching new audiences.

Desk research report

Benchmark of innovative practices in ROMANIA



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Sans Frontières**
Libraries Without Borders



**comunitățile
viitorului**



ANVITA
ASSOCIAZIONE NAZIONALE
DEI VALORI E DEI TERAPISTI ACCOLLANTI



**Biblioteche
Senza Frontiere**
ITALIA



Culture Information
Systems Centre
Republic of Latvia



FRSI



Co-funded by
the European Union

Authors and methodology

Main author: Corina Doinca

Contributors: Claudia Șerbănuță, Anca Râpeanu, Stelian Grigore

Methodology

This report is based on a mixed-method approach, combining desk research and survey data.

The desk research involved reviewing publicly available documents, government reports, and institutional publications, specifically focusing on the migration landscape in Romania and the role of libraries in supporting TCNs. The collected data can be found in the Annex Romania-WP2_COLLECT OF DATA - Good practices.

A survey was conducted through KoboToolbox with libraries serving Romanian speaking communities, aimed at understanding their services, particularly those offered to TCNs. The survey ran from September 3 to September 20, 2024, and collected responses from eight libraries, four from Romania and four from Republic of Moldova, covering aspects such as demographics, needs, and challenges in accessing services.

I. General national context

Romania, in Southeastern Europe, borders the Black Sea and neighboring countries, making it a cultural crossroads. Spanning 238,397 sq km, it's Europe's twelfth-largest nation with 19 million people⁵²—89% ethnic Romanians and minorities like Hungarians (7.1%), Roma (2.98%) and Germans (0.5%)⁵³. The capital, Bucharest, houses about 2 million residents. Despite rapid urbanization, many Romanians still live rurally, where agriculture remains vital.⁵⁴ Romania experienced major emigration, particularly from 1900 to 1910, with 250,000 Romanians leaving for the U.S. After the communist era, post-1989, immigration increased for family reunification, investment, and asylum.⁵⁵

Since joining the European Union in 2007, Romania has become a more attractive destination for immigrants, especially from neighboring Moldova, Turkey, China, and various Asian nations. By 2020, around 136,407 foreigners were living in Romania, with 61.8% being third-country nationals (TCNs), primarily from Moldova, Turkey, and Syria. Romania also acts as a transit country for migrants from the Middle East and Africa, contributing to an increase in asylum applications, especially from individuals fleeing conflicts in Syria and Afghanistan⁵⁶.

By the end of 2020, there were approximately 83,783 TCNs and 60,489 EU citizens living in Romania⁵⁷, with steady increases due to labor migration and asylum applications. In 2022, migration was the primary driver of population growth for the first time, with a net international migration of over 85,000 more immigrants than emigrants.

⁵² *Romania Demographics*. <https://www.worldometers.info/demographics/romania-demographics/>. Accessed June 16, 2024.

⁵³ *INS*. <http://statistici.insse.ro:8077/tempo-online/#/pages/tables/insse-table>. Accessed June 16, 2024.

⁵⁴ *European countries by area*. <https://www.britannica.com/topic/European-countries-by-area>. Accessed June 16, 2024.

⁵⁵ Negrut, S. *Cetățenie și migrație în România în perioada 1865–1938* (2017). In *Revista română de sociologie*, (pp. 201-226).

⁵⁶ Rentea, G. C. *De la imigranți la cetățeni români: experiențe ale integrării și motivații pentru obținerea cetățeniei* (2013).

București: Editura Universității din București.

⁵⁷ *General Inspectorate for Immigration*. <https://iqi.mai.gov.ro/en/>. Accessed June 21, 2024.

În 2023 9% of immigrants hail from Nepal, making it the most significant contributor to the foreign population. Following closely are people from Turkey, constituting 8%, and from Italy and Sri Lanka, each contributing 7%⁵⁸. While the migration from Italy and Turkey is attributed to historical ties and the presence of established local communities, the migration from Nepal and Sri Lanka is explained by international labor agreements signed between the respective countries of origin and Romania. The presence of migrant workers in Romania from these countries suggests a structured and regulated flow, likely driven by specific employment opportunities arising from bilateral agreements.

The demographic profile indicates that men constituted 71.44% of immigrants⁷, with various motivations including work, family reunification, study, or seeking international protection.

The distribution of TCNs across Romania reflects a concentration in urban areas that offer better employment and educational opportunities. Bucharest remains the primary destination for many immigrants - 26% of this population has chosen to settle in the capital city. Known for its economic prospects, abundant employment opportunities, educational institutions, and overall appeal, Bucharest serves as a magnet for both national and foreign residents. The city's multifaceted allure has evidently made it a significant hub for immigration. Beyond the capital, other regions with notable concentrations of foreign residents include Ilfov, Timiș, Cluj, and Constanța. These areas, characterized by economic development, are hotspots where employers seek an increased labor force. The strategic combination of economic opportunities and specific local attributes has made these counties attractive to various categories of migrants. As a result, they collectively host over half of the total foreign population in Romania⁷.

Russian aggression against Ukraine has caused some fluctuations in population with more than 83,765 Ukrainian refugees residing in Romania at the end of 2023 (half of December). The value is much lower than that of the beneficiaries of the *Temporary Protection Directive* (approximately 150,000 registered Ukrainians in total) and far below that of Ukrainians who entered Romania, through the direct borders or through Moldova - 5,183,432). Most are in Bucharest, almost 50,000, the top being completed by the counties of Constanța (17,000), Maramureș (15,000), Galați (13,000) and Suceava (9,500) (basically, in the Capital, in the border areas and in a few larger cities)⁵⁹. Nearly 73% of registered Ukrainian refugees are women, and many are children, underscoring the ongoing need for targeted support and services for these vulnerable populations⁶⁰.

Once the refugees receive temporary protection, they can enroll in the Romanian educational system at any level, they can access linguistic and psycho-pedagogical counseling courses, they can advance to the 9th grade without an exam, they can take the Baccalaureate and enroll in college, where they can receive state scholarships. This is a good example of how the Romanian government adapts to an unforeseen situation.

⁵⁸ Cosciug, Anatolie; Cosciug, Andriana; Porumbescu, Alexandra; Kyrychenko, Viktoriia; Mercea, Andreea (2024). *Bridging Communities: An Exploratory Study on Labor Immigration in Romania*.

⁵⁹ Bărbăntan, Alin. Câți refugiați ucraineni se aflau în România, la final de 2023. Câți sunt înscriși la școală și lucrează aici. <https://www.romaniacurata.ro/cati-refugiati-ucraineni-se-aflau-in-romania-la-final-de-2023-cati-sunt-inscrisi-la-scoala-si-lucreaza-aici/>. Accessed June 16, 2024.

⁶⁰ UNHCR Romania Annual 2023 Overview: Ukraine Refugee Situation Update, 31 December 2023. <https://reliefweb.int/report/romania/unhcr-romania-annual-2023-overview-ukraine-refugee-situation-update-31-december-2023>. Accessed June 16, 2024.

Although more than 5 million Ukrainians passed through Romania (most of them in transit), the total capacity to accommodate refugees in our country is 51,000 - Constanța (with 10,000), Bucharest (with 4,300) and Brașov (with 2,400) are the cities with the most accommodation places available. Apart from accommodation, civil society, local authorities and academia have set out to help refugees through the Romania Refugee Response Plan⁶¹. Also, the European Commission offered Romania funds of almost 420 million euros for shelters, food, medical assistance or staff to support refugees. Unfortunately, Romania only benefited from a third of these funds, mainly because of the bureaucracy and delays from government⁶².

a) Institutional, political and legislative context relating to migration

Romania operates as a parliamentary democratic republic with a semi-presidential system, featuring both a Prime Minister and a President. The current governing coalition comprises three main parties: the Social Democratic Party (PSD), the National Liberal Party (PNL), and the Democratic Alliance of Hungarians in Romania (UDMR/RMDSZ)⁶³. This multiparty framework facilitates regular changes in power through competitive elections.

Since joining the European Union in 2007, Romania has updated its legislation on migration to align with EU regulations. The country has ratified several key international texts regarding human rights, including the European Convention on Human Rights and the International Covenant on Civil and Political Rights. These commitments emphasize Romania's dedication to civil liberties, although challenges persist, particularly concerning discrimination against minorities and the influence of politically motivated businessmen over media.

Romania's legal framework for migration⁶⁴ is shaped by key legislative acts. The Government Emergency Ordinance no. 194/2002⁶⁵ outlines the rights and obligations of foreigners, while Government Ordinance no. 25/2014⁶⁶ regulates the employment of non-EU nationals. In the asylum sector, Law no. 122/2006⁶⁷ governs procedures for asylum seekers, detailing their rights and application processes. Recent legislative developments include amendments made in May 2023, which limited the duration asylum seekers can remain in Romania during their application process and allowed EUAA experts to handle asylum applications more effectively.

The ongoing Russian-Ukrainian war has significantly impacted Romania, resulting in a substantial influx of refugees. In June 2024, Emergency Ordinance no. 96/2024⁶⁸ was adopted to provide humanitarian assistance and support for Ukrainian refugees, establishing a legal framework for their integration. Additionally, Romania continues to provide temporary

⁶¹ *Romania Refugee Response Plan*. <https://data.unhcr.org/en/documents/details/106796>. Accessed Jul. 18, 2024.

⁶² *Reprezentanta CE în România: UE a alocat jumătate de miliard de euro pentru refugiați, Guvernul a folosit o treime*. <https://romania.europalibera.org/a/bani-europeni-pentru-ucraineni-interviu-one2one-ramona-chiriac/32415702.html>. Accessed September 28, 2024.

⁶³ *Romania - 2020 general election*. <https://www.politico.eu/europe-poll-of-polls/romania/>. Accessed Jul. 18, 2024.

⁶⁴ *Governance of migrant integration in Romania*. https://migrant-integration.ec.europa.eu/country-governance/governance-migrant-integration-romania_en. Accessed Jul. 18, 2024.

⁶⁵ *Ordonanță de urgență nr. 194 din 12 decembrie 2002 (**republicată**) privind regimul străinilor în România*. <https://legislatie.just.ro/Public/DetaliiDocument/41005>. Accessed Jul. 25, 2024.

⁶⁶ *Ordonanță nr. 25 din 26 august 2014 privind încadrarea în muncă și detașarea străinilor pe teritoriul României și pentru modificarea și completarea unor acte normative privind regimul străinilor în România*. <https://legislatie.just.ro/Public/DetaliiDocument/160962>. Accessed Jul. 25, 2024.

⁶⁷ *Lege nr. 122 din 4 mai 2006 privind azilul în România*. <https://legislatie.just.ro/Public/DetaliiDocumentAfis/71808>. Accessed Jul. 25, 2024.

⁶⁸ *Ordonanță de urgență nr. 96 din 28 iunie 2024 privind acordarea de sprijin și asistență umanitară de către statul român cetățenilor străini sau apatrizilor aflați în situații deosebite, proveniți din zona conflictului armat din Ucraina*. <https://legislatie.just.ro/Public/DetaliiDocument/284711>. Accessed Jul., 28, 2024.

protection for approximately 51,984 Ukrainian refugees, requiring them to register with employment agencies to receive financial assistance for housing and subsistence.

b) Ecosystem of stakeholders involved at national level

In Romania, the management of migration and its integration involves a diverse array of national stakeholders, including governmental agencies, non-governmental organizations (NGOs), and cultural institutions.

The competencies regarding migration are divided between national and local stakeholders:

Government Agencies:

- *Ministry of Internal Affairs*⁶⁹ - This ministry serves as the primary governmental body responsible for immigration policies, border control, and asylum procedures. It establishes the legal framework for migration management;
- *General Inspectorate for Immigration*⁷⁰ - Operating under the Ministry of Internal Affairs, this agency oversees immigration processes, manages asylum applications, and coordinates integration efforts for migrants, including TCNs. The *General Inspectorate for Immigration* is the primary body overseeing migration policy, coordinating with local authorities to ensure that TCNs receive appropriate services.
- *National Agency for Employment*⁷¹: focuses on facilitating labor market integration for migrants, assisting them in finding employment and navigating workforce challenges.
- Other actors, such as the *UNHCR* and the *National Authority for the Protection of Children's Rights and Adoption*, collaborate with local authorities and NGOs to address migration-related issues, particularly in supporting families affected by labor migration.

These institutions are guided by legislation such as Law no. 178/2019⁷², which amends Government Ordinance no. 44/2004⁷³ to address social integration for foreigners.

Several NGOs play a crucial role in supporting migrants, among which:

- **AIDRom**⁷⁴: This organization provides integration support for beneficiaries of international protection, addressing needs such as housing, employment, and social services.
- **Migrant Integration Center Braşov**⁷⁵: This center aids local integration efforts, offering resources and support to help migrants adjust to life in Romania.
- **Coalition for the Rights of Migrants and Refugees (CDMiR)**⁷⁶: This coalition advocates for the rights of migrants and refugees, engaging in policy discussions to amplify their voices.

⁶⁹ Ministerul Afacerilor Interne. <https://www.mai.gov.ro/>. Accessed Aug. 13, 2024.

⁷⁰ Inspectoratul General pentru Imigrări. <https://iqi.mai.gov.ro/>. Accessed Aug. 13, 2024..

⁷¹ Agenția Națională pentru Ocuparea Forței de Muncă. <https://www.anofm.ro/>. Accessed Aug. 13, 2024.

⁷² *Lege nr. 178 din 10 octombrie 2019 pentru modificarea și completarea Ordonanței Guvernului nr. 44/2004 privind integrarea socială a străinilor care au dobândit protecție internațională sau un drept de ședere în România, precum și a cetățenilor statelor membre ale Uniunii Europene și Spațiului Economic European.* <https://legislatie.just.ro/Public/DetaliiDocumentAfis/218949>. Accessed 8 Sep. 2024.

⁷³ *Ordonanță nr. 44 din 29 ianuarie 2004 privind integrarea socială a străinilor care au dobândit o formă de protecție în România.* <https://legislatie.just.ro/Public/DetaliiDocumentAfis/49507>. Accessed Sep. 8, 2024.

⁷⁴ Asociația Ecumenică a Bisericilor din România. <https://www.aidrom.ro/>. Accessed Aug. 26, 2024.

⁷⁵ Centrul de Integrare pentru Migranți Braşov. <https://migrantbrasov.ro/>. Accessed Aug. 26, 2024.

⁷⁶ Coaliția pentru Drepturile Migranților și Refugiaților. <https://cdmir.ro/>. Accessed Aug. 26, 2024.

The **Ministry of Culture** also contributes to migration management by promoting cultural rights and ensuring that migrants have access to cultural resources, essential for fostering social inclusion.⁷⁷

- **National Level:** Government agencies create policies, regulations, and frameworks to ensure compliance with international standards. They provide the overarching guidelines for migration management.
- **Local Level:** Local authorities and NGOs, both local (“Radautiul Civic” Association, MuresHub, Migrant Integration Center Brasov, Centre for Civic Resources Constanta, Day Center Together Braila, “Sus inima” Association Sibiu etc.) and national (Action Against Hunger/ACF, The Ecumenical Association of Churches in Romania/AIDRom, ICAR, Terre des hommes Foundation Romania, Romanian National Council for Refugees Foundation/CNRR, Hands Across Romania Association etc.), implement these policies directly, addressing the immediate needs of migrants. They offer services like language classes, employment assistance, and tailored social services to facilitate community integration.

The recent influx of Ukrainian refugees due to the ongoing conflict has significantly influenced this ecosystem. Since 2022, the number of NGOs assisting Ukrainian refugees has grown substantially, with hundreds of organizations changing their focus to providing basic needs, education, financial support, housing assistance, and healthcare. Services Advisor Romania⁷⁸ is an online tool designed to provide vital support to refugees residing in Romania. It is an innovative platform that offers an interactive map, connecting refugees with essential humanitarian services in their vicinity, find essential services such as education, health, legal aid, and social assistance within Romania. It offers an easy-to-use search tool that allows individuals to access details about available services based on their location and specific needs and connect people with trusted, verified organizations and institutions.

II. Territorial context of migration

a) Institutional and administrative functioning of local authorities

Migration management in Romania operates across several levels of governance, with distinct roles for national, regional, and local authorities.

At the regional level, *County Councils* play a critical role in coordinating local responses to migration, including the provision of social services and integration programs. They work closely with municipalities, NGOs, and international organizations to enhance the support provided to TCNs. Additionally, Regional Centres for Accommodation and Procedures for Asylum Seekers, located in six cities (Bucharest, Galați, Giurgiu, Șomcuta Mare, Rădăuți, and Timișoara), provide essential services to asylum seekers, facilitating their integration into local communities.⁷⁹

⁷⁷Help for refugees page on Ministry of Culture webpage <https://www.cultura.ro/ajutor-refugiati> and <https://www.cultura.ro/institutiile-subordonate-ministerului-culturii-actiunea-pentru-sustinerea-refugiailor> . Accessed Sept. 20, 2024.

⁷⁸ Services Advisor. <https://romania.servicesadvisor.net/en/search>. Accessed 8 Sep. 2024.

⁷⁹ Lege nr. 178 din 10 octombrie 2019 pentru modificarea și completarea Ordonanței Guvernului nr. 44/2004 privind integrarea socială a străinilor care au dobândit protecție internațională sau un drept de ședere în România, precum și a cetățenilor statelor membre ale Uniunii Europene și Spațiului Economic European. Loc. cit.

At the local level, municipalities and local councils are responsible for providing migrants with access to housing, education, healthcare, and other social services. They often collaborate with NGOs and community organizations to implement integration programs. Local Integration Centers offer counseling, cultural orientation, language training, and other essential services for third-country nationals (TCNs), helping them access healthcare and the labor market. Cities like Cluj-Napoca and Bucharest, for example, have such centers specifically designed to meet the needs of TCNs.

Several NGOs, including AIDRom and the ICAR Foundation, work closely with local authorities to provide integration services and advocate for TCN rights. This collaborative, multi-level governance structure helps ensure that migrants receive the support they need.

Additionally, municipalities and local councils are responsible for managing cultural and educational institutions, such as public libraries. This positioning of libraries within public administration presents an opportunity to develop sustainable community projects that promote the inclusion of TCNs.

b) Institutional and administrative functioning of libraries

Romania's library system plays a crucial role in social inclusion, featuring an extensive network of 1,914 active libraries, including the National Library and the Library of the Romanian Academy, as of 2022⁸⁰. Each of the 41 counties is served by a county library, which acts as a hub for public library services, offering professional support to local libraries.

These libraries provide access to educational resources, internet connectivity, and cultural activities. The National Association of Public Librarians and Libraries in Romania (ANBPR)⁸¹ is involved in promoting these services. However, social inclusion has not traditionally been a strategic objective for Romanian public libraries, nor is there clear national legislative guidance on this issue. Legislative Initiatives such as the Multifunctional Cultural Centre governance from Emergency Ordinance no. 118/2006⁸², includes in its framework space for these local centers to support TCN integration. Since the Ukraine crisis began in 2022, libraries have initiated various small programs to enhance the educational and cultural integration of TCNs. Prior to this, public libraries did not specifically address the needs of immigrants.

In 2023, the ANBPR organized the "Libraries for Inclusive Communities" conference, an event that included a focus on TCNs and brought together library representatives nationwide.⁸³ The "George Baritiu" County Library in Braşov and the Bucharest Metropolitan Library showcased their project, "Libraries – A Support Hub for Refugee and Host Communities."⁸⁴ This initiative, funded by the IRC and implemented by New Horizon Foundation (Fundatia Noi Orizonturi) in collaboration with Communities for the Future Association (ACV), marks a significant step in

⁸⁰Comisia Națională a Bibliotecilor. *Raport pentru sistemul național de biblioteci pentru perioada 2019-2022*. <https://cnb.org.ro/wp-content/uploads/2023/12/raport-cnb-2019-2022.pdf>. Accessed Sep. 19, 2024.

⁸¹ ANBPR. <https://anbpr.org.ro/>. Accessed Sep. 10, 2024.

⁸²Ordonanță de urgență nr. 118 din 21 decembrie 2006 (*actualizată*) privind înființarea, organizarea și desfășurarea activității așezămintelor culturale(actualizată până la data de 29 septembrie 2014*). <https://legislatie.just.ro/Public/DetaliiDocument/78022>. Accessed Sep. 10, 2024.

⁸³ANBPR. *Conferința Națională a Bibliotecarilor și Bibliotecilor Publice, Biblio PUBLICA, la București*.

<https://anbpr.org.ro/index.php/conferinta-nationala-a-bibliotecarilor-si-bibliotecilor-publice-bibliopublica-la-bucuresti/>. Accessed Sep. 10, 2024.

⁸⁴Comunitățile Viitorului. *Libraries as a support hub for refugee and host communities*.

<https://www.comunitatileviitorului.ro/libraries-as-a-support-hub-for-refugee-and-host-communities/>. Accessed Sep. 13, 2024.

public libraries' involvement in TCN integration, with seven additional libraries joining the effort.⁸⁵

In terms of staffing, specialized personnel in Romanian libraries include librarians, bibliographers, researchers, editors, documentarians, conservators, restorers, system engineers, computer scientists, operators, and analysts. Individuals with secondary or higher education in different fields can also work in public libraries, provided they complete professional training within two years from their start of employment. Ongoing professional development is essential for librarians to adapt to the changing needs of users and the evolving information landscape⁸⁶.

III. Inspiring practices: libraries as spaces for inclusion for TCN

Public libraries in Romania have increasingly become important spaces for the inclusion of TCNs, especially in response to the Russian-Ukrainian war. Before 2022, Romanian libraries primarily focused on addressing original local community needs, with little emphasis on the challenges faced by immigrants or refugees. One issue was the large number of Romanians working abroad, leaving behind their families, which libraries addressed through various activities. However, the influx of Ukrainian refugees opened up a transformation process, turning libraries into hubs of support for TCNs by offering a range of services and programs to help facilitate their integration.

The various initiatives led by Romanian public libraries to support TCNs, especially Ukrainian refugees, can be categorized into several thematic areas. These initiatives address educational, emotional, cultural, and civic needs, while also providing practical support for integration.

Educational and Language Support Projects

Libraries have developed programs focused on education, particularly language acquisition, which is critical for the integration of refugees and migrant people into local communities. This category encompasses projects that teach both the Romanian and English languages to TCNs, to both children and adults.

- **Romanian Language Learning Clubs:**
 - a. "Octavian Goga" County Library, Cluj: programs like "School in the library" or "Being with the Ukrainian children" aimed to familiarize Ukrainian refugees with the basic notions of the Romanian language and culture, in order to be able to integrate into everyday life during their stay in Romania.
 - b. "V. A. Urechia" County Library, Galați: Romanian language classes for Ukrainian adults and children, within the project "Libraries as hubs of support for refugees and the community".

⁸⁵ Participating libraries: "Stroe S. Belloescu" Municipal Library "Stroe S. Belloescu" Bârlad, Vaslui County; "Botiz" Communal Library, Satu Mare County; "George Barițiu" County Library, Brasov County; "Marin Preda" Branch of the Metropolitan Library, Bucharest; "V. A. Urechia" Galați, Filiala nr. 2 "Paul Păltănea"; Medgidia Municipal Library, Constanța County; "G. T. Kirileanu" Neamț County Library and "Panait Cerna" County Library Tulcea), project was implemented in 2022-2023.

⁸⁶ *Lege nr. 334 din 31 mai 2002 (*actualizată*) Legea bibliotecilor (actualizată până la data de 25 decembrie 2004*)*. <https://legislatie.just.ro/Public/DetaliiDocument/58841>. Accessed Sep. 13, 2024.

c. Metropolitan Library Bucharest: - Romanian language classes for Ukrainians within the project "Libraries as hubs of support for refugees and the community" at "Marin Preda" Branch; Romanian language courses for all within the program "Romanian language for foreigners" at "Dimitrie Bolintineanu" Branch and the program "Together is easier" at "Alexandru Odobescu" Branch.

d. "George Barițiu" County Library, Brasov, Branch no. 4: weekly Romanian language courses for young people and adults (Ukrainian refugees, non-EU workers and Erasmus students - Russian, Nepalese, Spanish, Turkish, Hebrew, Polish) within the project "Libraries as hubs of support for refugees and the community"

e. "Duiliu Zamfirescu" County Library, Vrancea: Romanian language courses for Ukraine refugees.

e. "Ioan N. Roman" County Library, Constanta - programs, projects or activities like "Ukraine Crisis Response", "We do good through stories", "Refugee children from Romania" through which Ukrainian refugee children and their families participated in Romanian language courses as well as integration activities in the host community.

f "Antim Ivireanu" County Library Valcea - for 2 years, over 100 Ukrainian children studied Romanian and English languages and participated in various instructive-educational activities aimed at ensuring school progress and acquiring basic notions in the two languages, in order to allow them to integrate more easily in the local community.

These initiatives provide TCNs with essential language skills for daily communication and integration into local society.

- **English Language Classes⁸⁷:**

- Mureș County Library (Learning HUB): Offers English language classes for Ukrainian citizens, supported by the American Corner program.
- "Octavian Goga" County Library, Cluj ": "English for Ukrainians" free courses for Ukrainian citizens over 25 years, who speak Romanian, supported by the American Corner.
- The National Library of Romania provides free English classes for teenagers relocated from Ukraine, through the American Corner program.
- "Antim Ivireanu" County Library Valcea: within the project "We help together" provides English language courses, three times a week, for children between the ages of 7 and 16.

- **Creative and IT Workshops:**

- The "Octavian Goga" County Library in Cluj initiated workshops focused on creativity and IT, allowing TCNs, especially children, to acquire digital literacy and essential life skills.

- **Coding and Robotics Clubs:**

- Under the "Libraries as Hubs of Support for Refugees and the Community" project clubs for children aged 8-18 teach programming concepts and technological problem-solving were organized in eight local, municipal or county libraries from Bârlad, Botiz, Brașov, Bucharest, Galați, Medgidia, Piatra Neamț and Tulcea. The clubs aim to create a supporting learning space with a common language for members - coding. Children, teenagers, librarians and volunteers develop their digital skills by solving creative digital tasks.

⁸⁷ Most of the Ukrainian refugees are in transit, so learning an international language is essential for social integration or finding a job in Romania, but also in other countries.

Cultural Integration and Emotional Well-Being Projects

Libraries serve as important cultural hubs, offering programs that help refugees connect with their own heritage while integrating into the local culture. These programs often target children and families, helping them cope with emotional and psychological challenges through art, recreation, and storytelling.

- **Recreational Activities for Children:**

- "Tudor Flondor" Public Library, Rădăuți: A social integration project that invited preschool children and their parents to the library for activities like drawing, games, and animated film screenings.
- "Gheorghe Șincai" County Library, Bihor: Collaborated with Caritas Eparhial Oradea to provide library tours and recreational activities for Ukrainian children.
- "Gh. Asachi" Library, Iași: "The joy of twinned play" project - a series of educational, recreational and artistic activities organized at "Vasile Alecsandri" Branch; "We help together" project - personal development and creativity workshops, trips and camps organized for Ukrainian children.
- County Library "Panait Cernea" Tulcea: quilting, coloring, painting, and IT workshops for Ukrainian children.
- "Duiuiu Zamfirescu" County Library, Vrancea: recreational workshops to support and integrate refugee families from Ukraine.
- County Library "Panait Istrati" Braila: Ukrainian refugee children are invited to the library to draw and watch cartoons, together with Romanian children.

- **Psychosocial Support and Emotional Accommodation:**

- "Ioan N. Roman" County Library, Constanța: Provided psychosocial support for Ukrainian refugees through the "Emotional Accommodation for Ukrainian Refugees" project.
- "Gh. Asachi County Library", Iași through a local partnership with Public institutions and NGOs, provided support through art therapy in "Bucuria jocului înfrățit/Joy of play" project

- **Cultural and Reading Activities:**

- "Reading Together Without Borders" project that started as a pilot of an initiative group Reading Together Romania in 50 libraries in Romania and 50 libraries in Republic of Moldova in spring 2022 was continued through the years by participating libraries like "Octavian Goga" County Library, Cluj, engaging refugee children and families through organized reading sessions from picture books.
- Metropolitan Library Bucharest, within the project "Open Museums Open Hearts" that took place in 2023 in partnership with the local NGO, Asociația Culturală Câte-n lună și-n mansardă, implemented activities such as workshops and exhibitions with Ukrainian refugees. A guide has been created, in order to facilitate the work of involving refugees within the museums.

- **Parenting and support workshops:**

- Under the "Libraries as Hubs of Support for Refugees and the Community" project, the libraries involved in the project, like Metropolitan Library Bucharest, "Marin Preda" Branch and "George Barițiu" County Library, Brasov, serve as community hubs where the "Circle of Security"⁸⁸ principles are integrated into parenting workshops and support groups. These

⁸⁸ *The Circle of Security is a visual map of attachment, a comprehensive framework aimed at fostering strong, secure relationships between parents and children, ultimately contributing to healthier emotional development and resilience in children. See: The Circle of Security Network. <https://circleofsecuritynetwork.org/index.html>. Accessed Sep. 29, 2024.*

programs help parents understand their children's emotional needs and foster secure attachments, which is particularly beneficial in communities with diverse populations, including migrants.

- **Cultural Connections through Native Language Materials:**

- The Ukrainian Corner at "Octavian Goga" County Library, Cluj provides access to books in Ukrainian, preserving cultural ties while helping refugees integrate.

Civic Participation and Community Engagement Projects

Libraries play a crucial role in fostering civic participation and social inclusion, giving refugees and TCNs opportunities to engage with their new communities through shared activities or learning experiences.

- **IMPACT Clubs (Involvement, Motivation, Participation, Action, Community, Youth):**

- The "Libraries as Hubs of Support for Refugees and the Community" project encouraged teenagers (12-18 years old) to engage in community service and develop skills for civic involvement through structured activities. The IMPACT Clubs are designed to create inclusive environments also within public libraries (County Libraries from Brasov, Constanta, Neamt Metropolitan Library Bucharest and rural library in Botiz, Satu Mare) where migrant people, refugees and local community members can come together to access information, resources, and support services. The IMPACT Clubs play a vital role in fostering integration and support for refugees by offering structured activities that promote cultural exchange (art workshops, storytelling sessions, and cultural festivals) and community engagement (discussions and forums that allow refugees and locals to voice their concerns, share experiences, and collaborate on local issues), these clubs help create inclusive environments where both refugees and locals can thrive together.

- **Community Integration Events:**

- For the "We Help Together" project, the "Antim Ivireanul County Library" partnered with the "Children for the Future" Association to offer workshops, camps, personal development sessions, and creative activities, facilitating social participation among refugees.

Access to Rights and Practical Support Projects

Libraries have provided TCNs with access to important resources that support their practical needs, such as legal assistance, digital access, and employment opportunities.

- **Information and Counseling Services:**

- "Gheorghe Șincai" County Library, Bihor: In collaboration with the Rotary Club Oradea Insignis, offered information services and tours of the library to familiarize TCNs with available resources.
- "Ioan N. Roman" County Library, Constanța: Collaborated with the World Vision Foundation on the "Ukraine Crisis Response" project, offering legal assistance, food, and hygiene products to refugees.

- **Access to Digital Tools and Equipment:**

- The "Antim Ivireanul County Library" (Vâlcea) provided IT equipment and consumables through a partnership with the World Vision Foundation, allowing TCNs to access digital services for education and job applications.

- **Support for Daily Living and Medical Services:**

- In Valcea, through the county library, the "We Help Together" project assisted refugees in securing basic necessities such as school supplies, food, hygiene products, and job assistance for Ukrainian mothers.
- Part of "Libraries as Hubs of Support for Refugees and the Community" project participating libraries like "V. A. Urechia" library, coordinated by New Horizons Foundation, helped with settlement of medical services for Ukrainians in their communities.

The projects led by or with the participation of Romanian public libraries, in support of TCNs, demonstrate the diverse roles these institutions play in addressing educational, emotional, social, and practical needs. From language classes and creative workshops to emotional support and civic engagement programs, these initiatives highlight libraries as critical spaces for inclusion and integration. The success of these projects often depends on partnerships with NGOs, international organizations, and local authorities, as well as overcoming challenges related to limited resources and infrastructure.

a) Positive Discourse and Structuring Policies

The evolving role of libraries in Romania has increasingly underscored their potential to promote inclusion and serve as community hubs, especially with the recent influx of TCNs due to crises like the Russian-Ukrainian war. The "Libraries as Hubs of Support for Refugees and the Community" project, implemented in 2022-2023 in eight public libraries, is an example of this shift. The project provided refugees with support and a safe space for activities, while librarians received training to establish IMPACT Community Initiative Clubs using experiential learning and Service Learning, run robotics and coding clubs, offer Romanian language courses, manage volunteers, and work with refugees using digital tools. Although many other libraries organized similar activities, this project stands out as a model where librarians were both trained and supported throughout the process.

In addition to these activities, libraries have provided psychosocial support to help TCNs cope with the challenges of displacement. The "Ioan N. Roman County Library" in Constanța, for instance, launched the "Emotional Accommodation for Ukrainian Refugees" project, which offers counseling and group support sessions aimed at alleviating the psychological stress experienced by refugees. Such initiatives highlight the libraries' commitment to addressing the emotional well-being of TCNs.

Through partnerships with local NGOs and international organizations, libraries have diversified their services to meet the needs of both refugees and local communities. The "We Help Together" initiative, spearheaded by the "Antim Ivireanul County Library" in Vâlcea, exemplifies this approach. This project provides not only educational support but also encourages community integration through workshops and creative activities that bring together locals and TCNs. Workshops on crafts, cooking, and local traditions have helped foster understanding and solidarity between different community members.

Advocacy and Awareness Projects

While not common, some libraries have undertaken initiatives to raise awareness about the plight of refugees and TCNs, fostering empathy and understanding in local communities. The "Astra County Library", Sibiu hosted an art exhibition featuring works by Ukrainian children

"Peaceful Sky Over Ukraine" Exhibition. This was done to raise awareness about the conflict and its impact on families, bridging understanding between local communities and refugees.

Good practices and collaborative efforts

Libraries forging strong partnerships with local authorities, NGOs, and international organizations are instrumental in building a more welcoming local culture. These collaborations not only enhance resource availability but also help libraries implement best practices in serving TCNs. For example, the Gheorghe Șincai County Library in Bihor, in partnership with Caritas Eparhial Oradea, has developed programs that combine educational and recreational activities, like Reading time - Ora de lectură, ensuring a holistic approach to integration.

Additionally, awareness-raising campaigns, like those organized by the Astra County Library in Sibiu, engage the local community in understanding the challenges faced by refugees. By hosting events that showcase the cultural contributions of TCNs, libraries foster empathy and encourage a welcoming environment.

Overall, Romanian libraries are evolving into community spaces also for TCNs, actively addressing their access to educational support, emotional aid, and digital opportunities. While challenges persist, the commitment of libraries to facilitate integration through innovative programs and community partnerships demonstrates their crucial role in promoting inclusion and empowerment for refugees and other TCNs.

However, the broader library network in Romania has encountered challenges in structuring a cohesive national policy for TCNs. Many initiatives remain ad hoc, heavily reliant on local partnerships and external funding sources. This fragmentation often results in unequal access to services across different regions, with urban libraries being typically better equipped than those in rural areas. For instance, while libraries in Bucharest or Cluj may offer a wide range of digital resources and community programs, those in smaller towns often struggle with limited funding and fewer trained staff. Despite these limitations, the projects exemplify a positive discourse surrounding libraries as inclusive spaces, emphasizing the need for cross-cultural understanding and mutual support within communities.

To advance their impact, it is essential for the Romanian library system to develop a more unified approach to policies that support TCNs. This could involve collaborative frameworks that align with European strategic goals and prioritize inclusive practices across all libraries.

By continuing to advocate for these changes and sharing best practices from successful initiatives, libraries can reinforce their roles as vital community resources. The experiences and lessons learned from programs focused on TCNs can serve as models for other libraries in Europe, showcasing how these institutions can adapt to the dynamic needs of their populations while fostering inclusivity and resilience within communities.

b) Access to rights

Access to education, culture, and information represent access to fundamental rights that Romanian libraries have actively sought to ensure for TCNs, particularly in the context of supporting Ukrainian refugees. This commitment manifests through various initiatives,

primarily focusing on language acquisition, emotional support, digital access, and community integration.

Language Courses as a foundation for Integration

Language proficiency is crucial for successful integration into local communities. Libraries have stepped up by offering Romanian and English language courses tailored to the needs of TCNs. A notable example is the "Antim Ivireanul" County Library in Vâlcea, which partnered with the World Vision Foundation to provide comprehensive support. This initiative includes not only Romanian language classes but also recreational activities and the distribution of school supplies for Ukrainian children. These efforts significantly aid in facilitating educational progress and smooth integration into the local school system, thereby reducing language barriers that could hinder social interactions and academic success.

Emotional and Psychological Support Initiatives

Beyond language education, libraries serve as critical entry points for TCNs to access emotional and psychological support. The "Ioan N. Roman" County Library in Constanța has been engaged in this regard, implementing the "Emotional Accommodation for Ukrainian Refugees" program. This initiative focuses on helping refugees cope with the emotional turmoil stemming from displacement, offering counseling sessions and community support groups. Similarly, the Circle of Security initiative, implemented under the "Libraries as Hubs of Support for Refugees and the Community" project in eight libraries, provided essential emotional and psychological support to TCNs, especially refugees. By addressing the psychological stress caused by displacement and other trauma, the initiative played a critical role in supporting the mental well-being of families within migrant communities. Such programs are essential for restoring stability and promoting mental well-being among those who have faced significant trauma due to conflict.

Digital Literacy and Access to Technology

In an increasingly digital world, access to technology is vital for TCNs to connect with their families, pursue job opportunities, advance administrative procedures regarding status, and continue their education. Libraries have recognized this need and have made significant strides in providing digital resources. The "G. T. Kirileanu" Neamț County Library has collaborated with various NGOs to offer guided access to digital tools, including computers, internet facilities and usage of apps classes. Special programs are designed for children, fostering digital literacy through engaging activities. This not only empowers TCNs but also promotes essential skills that can enhance their employability.

Additionally, libraries have initiated programs to provide training on using digital platforms for job searching, online learning, and connecting with services, which are critical for TCNs navigating their new environment.

Barriers to accessing rights

Despite these commendable initiatives, many libraries face considerable challenges. Issues such as insufficient resources, outdated technology, and a lack of trained staff capable of addressing the complex needs of TCNs remain prevalent. Libraries in rural areas, in particular,

struggle with inadequate funding and infrastructure, which limits their ability to fully support the integration of refugees and other TCNs. For instance, while urban libraries may have access to modern resources, their rural counterparts often lack basic educational materials and technological support, hindering equal access to services.

Additionally, cultural and language barriers can deter TCNs from utilizing library services. Many may feel uncomfortable navigating an unfamiliar environment or fear stigma associated with their refugee status. Libraries are increasingly aware of these barriers and are working to create more inclusive, welcoming atmospheres through targeted outreach programs and community engagement efforts.

c) Political and civic participation

Public libraries in Romania have evolved into spaces for TCNs to engage in political and civic participation, albeit often indirectly. By fostering connections within local communities, libraries play a crucial role in the social and civic integration of refugees, creating environments where they can feel supported and involved.

Initiatives for Community Engagement

One notable initiative is the "We Help Together" project, run by the "Antim Ivireanul" County Library in partnership with the Children for the Future Association. This program not only provided psychological support and basic necessities for Ukrainian refugees but also facilitated social engagement through a range of activities, including personal development workshops, creativity sessions, and community events. These gatherings allow refugees to express themselves, build skills, and connect with their neighbors, thereby laying the groundwork for deeper civic involvement.

Moreover, libraries host community dialogues and forums to discuss local issues affecting TCNs, encouraging them to voice their concerns and aspirations. For instance, the Octavian Goga Cluj County Library has organized Romanian language courses and cultural orientation sessions for Ukrainian refugees, providing a platform for dialogue between migrants and local residents. These programs include cultural workshops and reading clubs that promote cultural exchange and help TCNs integrate into the community. Similarly, the "George Barițiu" County Library in Brașov has participated in the project 'Libraries - A Hub of Support for Refugees and the Community', where it facilitated activities that allow TCNs to engage in discussions about cultural traditions, volunteering and civic participation. These participatory activities not only enhance their sense of belonging but also empower them to take active roles in their communities, fostering connections between diverse groups and promoting mutual understanding. The participation in an initial project made the library prioritize these activities and it has since continued for more than two years to provide these services, partnering with other NGOs and partner organizations.

Empowering Youth for Future Civic Involvement

Another effort is the IMPACT Clubs (Involvement, Motivation, Participation, Action, Community, Teenagers) initiative, which encourages teenagers aged 12-18 to engage in community service. This program, part of the Libraries as Hubs of Support for Refugees and the Community

project, empowers youth to develop leadership skills and a sense of agency, fostering a generation that is more likely to participate in civic activities in the future.

Through hands-on projects and collaborations with local NGOs, young participants learn about civic responsibility and the importance of community engagement. This nurturing of future leaders is essential for fostering long-term social cohesion and integration.

Access to Information for Empowerment

In addition to these social programs, libraries provide essential information resources that assist TCNs in navigating the bureaucratic and legal systems of their host country. For example, the “Ioan N. Roman” County Library in Constanța offers workshops on legal rights and job search strategies, enabling refugees to assert their rights and seek employment effectively. This access to information is crucial for helping TCNs integrate into society, as it empowers them to make informed decisions and participate actively in their new communities.

While Romanian libraries may not yet serve as major centers for direct political participation, their role in fostering social participation is invaluable. Initiatives that encourage community engagement not only reduce social isolation for TCNs but also promote a sense of belonging—key precursors to meaningful political engagement. By helping TCNs build relationships with local residents, libraries create inclusive environments where diverse voices can be heard and valued.

Furthermore, projects like the “Peaceful Sky Over Ukraine” exhibition at the Astra County Library in Sibiu highlight the importance of cultural awareness and empathy in fostering civic engagement. By showcasing the artistic expressions of Ukrainian children, the library not only raises awareness about the challenges faced by refugees but also encourages local residents to engage with and support their new neighbors.

While challenges remain in the broader context of political participation for TCNs, libraries in Romania have taken significant steps to facilitate social connections and community involvement. Through a combination of supportive programs, access to information, and initiatives that promote cultural understanding, libraries serve as essential platforms for empowering TCNs and integrating them into the civic fabric of their new communities.

Challenges to Political Participation

One major obstacle in promoting political and civic participation among TCNs is the lack of awareness among TCNs about their rights and the civic processes available to them. Many refugees may come from backgrounds where political engagement was limited or suppressed, leading to hesitance in navigating local governance structures or participating in civic life – particularly from South Asian nations, as in the case of Nepalese refugees⁸⁹ or of those from Sri Lanka⁹⁰.

Immigrants in Romania face a mix of challenges and opportunities for integration. According to the 2019 MIPEX (Migrant Integration Policy Index) report⁹¹, which measures the integration of

⁸⁹ 2023 Country Reports on Human Rights Practices: Nepal.

<https://www.state.gov/reports/2023-country-reports-on-human-rights-practices/nepal>. Accessed Sep. 29, 2024.

⁹⁰ Sri Lanka Country Report 2024. <https://bti-project.org/en/reports/country-report/LKA>. Accessed Sep. 29, 2024.

⁹¹ 2019 MIPEX report. <https://www.mipex.eu/romania>. Accessed Sep. 29, 2024.

migrants at the country levels, Romania scored 49 out of 100, aligning with the MIPEX average. The country's approach to integration is classified as "equality on paper." As in many Central and Eastern European countries, immigrants enjoy basic rights and moderate long-term security but encounter unequal opportunities.

Moreover, bureaucratic and language barriers deter TCNs from seeking involvement in local political processes. Complicated residency requirements, lack of understanding of local laws, and fear of discrimination can create a sense of alienation. Libraries can play a crucial role in addressing these barriers by providing clear, accessible information and creating welcoming environments that encourage TCNs to engage with their local communities.

Furthermore, while libraries are increasingly transforming into active community hubs, they may still lack the resources to effectively promote civic engagement initiatives. This is particularly true for smaller libraries in rural areas, which often face staffing shortages and limited funding. These challenges can restrict the scope of programs aimed at fostering political participation among TCNs, underscoring the need for a more coordinated effort at the national level.

Conclusion

The role of libraries in Romania as inclusive spaces for Third-Country Nationals is evolving, driven by a commitment to support integration through education, emotional well-being, and civic participation. Initiatives focused on language acquisition, digital literacy, and community engagement have demonstrated the potential of libraries to bridge gaps between TCNs and their host communities. However, challenges remain, including limited resources, bureaucratic obstacles, and cultural barriers as well as lack of awareness of library activity that may deter TCNs from fully accessing library services.

To enhance their impact, libraries must continue to advocate for cohesive national policies that prioritize inclusivity and resource allocation. By sharing best practices and fostering partnerships with local authorities and NGOs, libraries can further solidify their roles as vital community resources that empower TCNs and promote social cohesion. Moreover, sharing and learning about good practices from libraries in the CEE area presents a great opportunity. The network of libraries in the Republic of Moldova, with which Romania shares the language, has been active in providing TCNs with services and support throughout the Russian invasion of Ukraine.⁹²

Libraries can strengthen their role as vital community resources by continuing to advocate for change and share best practices from successful initiatives. Programs focused on TCNs, including those from the LiBri project, offer valuable insights that can serve as models for other libraries across Europe. The examples presented in this report demonstrate how libraries can adapt to meet the evolving needs of their populations, while fostering inclusivity and resilience within their communities.

The future of library services for TCNs in Romania depends on their ability to adapt to changing circumstances, while upholding core values of access, equity, and community support. As they

⁹² Public Library Tănătari/Căușeni, Municipal Library „Eugeniu Coșeriu” Bălți, Public Library „Ion Ungureanu” Căușeni, and Public Library „A. Donici” Orhei, as well as Chișinău Municipal Library and both National Libraries from Moldova are a few examples of libraries that implemented activities for TCN. Moreover they are still planning and implementing future activities. The main area of interest is the language support, socializing activities, and workshops in different other fields.

navigate these challenges, libraries have the opportunity to champion the rights and voices of TCNs, ensuring that they are not only welcomed with dignity but also empowered to actively participate in shaping their new communities.



Library Bridges: Promoting the integration and inclusion of third country nationals in Europe through libraries and local partnerships

Desk research Report

Benchmark of innovative practices in FRANCE



Co-funded by
the European Union



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Methodology: The desk research involved reviewing publicly available documents, government reports, and institutional publications, specifically focusing on the migration landscape in France and the role of libraries in supporting TCNs. A call to contribution was launched for libraries. Responses were collected from 26 different libraries.

In total, 87 inspiring practices have been collected (see the attached table), from 39 different actors, mainly libraries and Local and Regional Governments (LRGs).



I. General national context

a) French context and demographic profile

As a country with a **long tradition of immigration since the 19th century**, France has seen its migration dynamics stabilize in the 21st century. Despite a continuous increase in the number of migrant individuals, this growth has followed a **relatively measured curve**. While the 2020-2021 pandemic marked a temporary shift, with a sharp decline due to border closures, arrivals in 2022-2023 reached pre-pandemic levels.

In France, three main reasons for issuing residence permits predominate: **studies, family reunification, and economic purposes**. At the same time, asylum applications have seen a significant rise, partly due to the increased difficulty in accessing naturalization, regularization through residence permits, and various international crises. In 2022, 136,724 first-time applications were recorded. Of the 134,513 applications processed that same year, 41.8% received a favorable response. The main countries of origin of the asylum seekers were Afghanistan, Bangladesh, Turkey, the Democratic Republic of Congo, and Guinea. In 2023, **326,954 residence permits** were issued in France (a slight increase compared to 2022), with nearly one-third granted for study-related purposes (Source: DGEF, 2023).

Finally, it is important to focus on people in a situation of incomplete rights, so-called undocumented people, whose number is estimated at least 380,762. This figure corresponds to the beneficiaries of the French State Medical Aid (AME) – a minimum healthcare aid. It does not include an estimated 50% of non-claims of this aid, highlighting the reality of people living on the margins of official statistics.

b) Institutional, political and legislative context relating to migration

France, historically recognized as the birthplace of the Declaration of the Rights of Man and of the Citizen (1789), has long been a **key player in the development of human rights legislation**. The country is a signatory of significant international agreements such as the Universal Declaration of Human Rights (1948), the International Convention on the Rights of the Child (1989), and the Geneva Convention relating to the Status of Refugees (1951). Additionally, France is a founding member of the European Court of Human Rights (ECHR) since 1959. Regarding cultural rights, France has ratified the UNESCO Universal Declaration on Cultural Diversity (2001) and the Convention on the Protection and Promotion of the Diversity of Cultural Expressions (2005). These commitments reflect France's deep and historic involvement in upholding and promoting human rights on a global scale.

However, despite its strong historical and legal framework for human rights, France has seen increasing challenges in its migration policies. Over recent decades, there has been a

notable tightening of these policies. After the 2022 presidential elections, when far-right parties achieved alarming results, the ruling liberal right-wing party proposed the law "to control immigration, improve integration" promulgated on January 26, 2024. This legislation has introduced **numerous restrictions on access to rights and regularization for migrant people**, regardless of their administrative status (source: [France Terre d'Asile, 2024](#)). The Constitutional Council censured 32 of the 50 contested articles in this law, highlighting significant concerns about its impact on human rights. Civil society, including cultural and educational organizations such as the French Association of Librarians (*ABF - Association des Bibliothécaires de France*)⁹³ and University leaders⁹⁴, have openly opposed this law, reaffirming their commitment to inclusive and unconditional support for all individuals.

The **rise of the far-right, xenophobic ideas and attitudes towards immigration** is still causing growing concern, especially in light of recent elections: since the European and French legislative elections in 2024, there is an increasing fear that these parties may further govern and become permanent within the French political landscape (Source: the press media [Libération](#)). According to a polling institute, the share of people in France opposed to immigration grew to 34%, up from 30% in 2018, while the proportion of those more open to immigration dropped from 35% to 31%. This shift highlights a rise in anti-immigration sentiment, largely represented by supporters of the Rassemblement National and Reconquête! (Source: [Jean Jaurès Foundation](#)).

At the same time, **legislation regarding libraries** has seen significant developments with the passage of Law No. 2021-1717 on December 21, 2021, relating to libraries and the development of public reading. This innovative law applies to libraries under local authorities, introducing principles that were previously absent in the law. It assigns libraries the mission of ensuring equal access to culture, information, and leisure for all, while emphasizing the inclusion of people with disabilities and combating illiteracy and digital illiteracy. The text also highlights the social role of libraries as spaces for cultural mediation, cooperation with various organizations, and the promotion of linguistic heritage. Although this law is more incentive than mandatory, it establishes an institutional framework for local public policies, paving the way for future decrees or jurisprudence concerning its application.

c) Ecosystem of stakeholders involved at national level

In France, the **Ministry of the Interior** is the sole government department responsible for the reception and integration of newly arrived migrants during their first years in France. Within

⁹³ « Communiqué : A l'heure de l'adoption de la loi immigration, l'ABF rappelle ses valeurs », Association des Bibliothécaires de France, 2023.

[<https://www.abf.asso.fr/1/227/1062/ABF/-communique-a-l-heure-de-l-adoption-de-la-loi-immigration-l-abf-rappelle-ses-valeurs>].

⁹⁴ « Communiqué des présidentes et des présidents d'université relatif au projet de loi immigration », France Universités, 2023.

[<https://franceuniversites.fr/actualite/communique-des-presidentes-et-des-presidents-duniversite-relatif-au-projet-de-loi-immigration/>].

this ministry, the **Directorate General for Foreigners in France (DGEF)** implements the established guidelines, drafts regulatory texts, and oversees immigration and integration policies. These policies cover various aspects of the migrant's journey in France, including entry into the territory, residence, work, combating illegal immigration, asylum, integration, and naturalization. Additionally, the DGEF manages the European funds "Asylum, Migration and Integration" (FAMI) and "Internal Security" (FSI) in coordination with other ministries (Justice, Europe and Foreign Affairs, Solidarity and Health, Labor, Territorial Cohesion) and inter-ministerial structures such as the **Inter-ministerial Delegation for the Reception and Integration of Refugees (DIAIR)** and the **Inter ministerial Delegation for Housing and Access to Housing (DIHAL)**.

The DGEF relies on two public operators, which are administrative public establishments under the supervision of the Ministry of the Interior:

- The **French Office for Immigration and Integration (OFII)** is the primary operator. It handles actions related to the entry and residence of foreigners, the reception of asylum seekers, settlement in France for various reasons (family, work), medical checks, return to the country of origin, and the integration of migrants through French language learning and civic training.
- Newly arrived people apply for asylum with the **French Office for the Protection of Refugees and Stateless Persons (OFPRA)**, which processes and examines the request and grants or denies protection status. Then, they undergo a complex and lengthy process, starting with the **SPADA (First Reception Structure for Asylum Seekers)**, continuing through the **GUDA** at the **prefecture (Single Asylum Seeker Counter)**, and the OFII. If protection is denied, they can appeal the decision to the **National Court of Asylum (CNDA)**. Accommodation centres and asylum application support are managed by operators, usually associations, selected by the State through tenders.

Finally, newly arrived people gain access to the common law ecosystem depending on their rights, including access to employment, training, integration (decentralized public state institutions such as the France Travail agency), schooling, health, social rights, and cultural rights. This framework is complemented by an **associative ecosystem**, with associations specializing in access to rights, housing, and social support. These associations may be national or local ones, sometimes also operating missions assigned by the State, or more activist ones, carried out by citizens. **Migrant people** can also be part of this national ecosystem: they can volunteer in associations or even founded one. For instance, many organizations are led by first- or second-generation immigrants who are actively involved in both local, national and international solidarity efforts.

II. Territorial context of migration

a) Institutional and administrative functioning of local authorities

France is a **centralized country**. The territorial implementation of the policy for the reception and integration of foreign people is delegated to the prefectures, which represent the French State and the Government's policy at regional and departmental levels. As public action becomes more decentralized, migration policies more securitized, and the French State increasingly disengaged from reception and integration, **local authorities are more and more on the frontline of migrants' reception**. This shift is often referred to as a local turn in the governance of migration policies.

Thus, local and regional governments (LRGs) play a crucial role in the integration of newly arrived migrants through their various competencies:

- **Municipalities and intercommunal bodies** facilitate their settlement by managing, among other things, the enrolment of children in schools, applications for social housing, and financial and social assistance through social action centres. They are also responsible for municipal libraries.
- **Departmental councils** are involved in social action by organizing local services, supporting people with disabilities, and providing home care for the elderly. They are also responsible for the reception of unaccompanied foreign minors and for departmental libraries.
- **Regional councils** contribute to the funding of vocational training. They are responsible for the General Inventory of Heritage and artistic education. Regions also work to promote cultural diversity, support creative activities (especially in the most isolated areas), and renew audiences through cultural action and artistic education. They are very active in international relations and manage European ERDF funds in particular.

In this context, **some cities are committed to welcoming and supporting migrant persons**, both materially (through inclusive and welcoming measures) and politically (through discourse and engagement). It is within this framework that our organization, ANVITA (National Association of Welcoming Cities and Territories), operates, bringing together more than 85 welcoming local authorities.

b) Institutional and administrative functioning of libraries

The institutional and administrative functioning of libraries in France is characterized by a clear distinction between **public and private libraries**, as well as by their specialization into research libraries or public libraries. Public libraries are managed by public authorities, such as



the State or local governments, while private libraries are run by private entities like companies or associations.

- **Research libraries** cater to a specific audience, generally composed of researchers, academics, and students. These include university libraries, which are part of higher education institutions, the National Library of France (BnF), which plays a central role in the preservation of written and digital heritage, as well as Documentation and Information Centres (CDI) and various specialized libraries. The latter focus on specific fields such as arts, medicine, or architecture.
- **Public libraries**, on the other hand, are designed to be accessible to everyone, promoting the dissemination of culture, education, and information. They include municipal libraries, as well as departmental libraries that support smaller institutions in rural areas. This extensive network of over 8,000 establishments reflects the importance placed on public reading in France.

The **Robert Law, signed on 21st December 2021**, introduced significant reforms in the governance of libraries run by local authorities, enhancing the autonomy of institutions while clarifying their public service mission (*see supra*). This law also encourages cooperation between different types of libraries and other cultural institutions, both within the national territory and abroad. Indeed, France also has a **network of media libraries abroad**, notably through cultural centres and Alliances Françaises, to promote French culture and language around the world.

Library professions are diverse and cover several areas. In addition to librarians, who manage collections and assist the public with their research, other professionals play a key role. For example, the cultural mediator promotes access to culture by organizing activities to engage and involve different audiences. In this context, they develop partnerships, offer events, and facilitate the understanding of libraries' offer and documentary resources. These professions have been created in some libraries to foster inclusivity, notably towards migrants. In Seine-Saint-Denis, a specific human resource works on the questions of inclusivity in the library networks, a sign that this question is being increasingly considered.



III. Inspiring practices: libraries as space for inclusion of TCNS

French libraries can promote access to culture and information for all. They can be places of integration and social cohesion and spaces for learning and exercising citizenship for TCNs.

The most advanced libraries started to develop further actions for the access to social and cultural rights, as they understood the additional needs of their new public. Some reached local migrant associations to promote their services and sometimes develop further actions together. 70% of the 26 libraries who answered our call to contribution declared that their actions targeting migrants were involving a partner. Association as a partner was selected by 53% of the libraries, migrant accommodation centres by 30% of them, and schools for 23% of them. However, partnerships between migrant support associations and libraries seem to remain mostly informal and to lack a framework that would allow it to be sustainable.

However, the development of such initiatives still seems unequal among the libraries who answered. Libraries who had no partnership in their area declared they struggled to interest these new public. Main barriers to the development of further action were declared to be:

- o The lack of human resources for 61.54 of the respondents.
- o The lack of 'expertise' for 38.46 of them
- o The language barrier for 34.62 of them
- o The budget for 23.08 % of them

The following initiatives remain a great source of inspiration for the project.

a) Positive discourse regarding migrations and structuring public policies

French libraries can play a role in promoting a **positive narrative around migration** by engaging in public awareness efforts and structuring their public policies. This can involve a **strong political commitment** from the municipal executive or the library itself, as it is the case for the **City of Tours**, which has clearly taken a stand in favour of expanding cultural rights. Notably, the City has committed to amplifying the social and cultural role of its libraries during this current mandate⁹⁵.

Building on its commitment to promoting books and reading for all, the **City of Strasbourg** has been named UNESCO World Book Capital 2024. Its program is structured around five key areas, including 'City of Refuge,' where the City restates culture and reading as tools for peace, human rights advocacy, and intercultural exchange. One last example can be the **City of Bourges** as

⁹⁵ Mid-term review of the municipal team: Looking Ahead for Tours, 2023. [<https://www.calameo.com/mairie-de-tours/read/0073170068fa47f735c63>].



European Capital of Culture 2028, which has embedded its designation in the values of solidarity and changing narratives around migration.

This commitment to promoting a positive discourse on migration also involves raising public awareness on the subject. Through their mission of disseminating culture and information, libraries contribute to dismantling prejudices by providing spaces where the life stories, cultures, and experiences of migrants can be valued and shared. For instance, some libraries, such as the **Libraries of Bobigny** or of **Poitiers**, regularly organize **exhibitions, film screenings, conferences, and debates** that highlight the realities of migration and the stories of individuals. We can also mention the **Library of Chambéry**, which has hosted different events of the Migrant'Scène festival for several consecutive years. This festival is organized annually by the association La Cimade and supported by the City. Furthermore, certain libraries are specialized in the topic of migration, such as the **Library of the National Museum of the History of Immigration**, which targets more specifically researchers and students.

Some public libraries also develop **specialised collections including books in immigrant languages**, to foster hospitality and help maintain a connection to the native languages and cultures. For example, in **Bobigny**, a diverse city with over 80 nationalities, the Library carefully selected languages to develop substantial and regularly updated collections according to its demographic characteristics. One main example of this internationalization of collections is the **Municipal International Library (BMI) of Grenoble**, which offers a wide range of books and documents in seven languages. This library aims to promote cultural exchange and inclusion, catering specifically to the needs of immigrants, international students, and those interested in global cultures.

Finally, building a positive narrative around migration also involves **enhancing the skills of library staff and professionals** to address the needs of these populations. Driven by this commitment, the **Association Bibliothèques en Seine-Saint-Denis**, established in the 1990s, created a working group in the early 2000s to share best practices among professionals - a topic barely discussed at the time. Today, numerous Municipalities and Libraries offer training to their staff on various issues, such as:

- In **Nantes**, a practical training program for twelve municipal library agents was conducted to enhance and expand the offering of free and regular conversation workshops.
- The NGO Emmaüs Connect provided training on digital precarity to the **Lyon Municipal Library's** staff.
- In a more rural context, librarians from the **Jura departmental council's** media library were trained on how to welcome newcomers to libraries: issues of inclusion and the social role of the library, terminology relating to migration, implementation of appropriate cultural programming, etc.



a) Access to rights

As local cultural and social institutions, libraries have become **essential stakeholders in the integration process of migrant people**. They are therefore key actors in providing access to cultural rights, but also to social ones.

Ensuring that libraries are **accessible** is essential to promoting inclusive and equal access to their cultural, educational and social resources for all. In France, coming and going to public libraries is free of charge, but some libraries go even further by offering **free membership and borrowing**: for instance, it is the case of **Bordeaux, Dijon, Grenoble, Lille, Le Mans, Mulhouse, Nantes, Paris, Rouen, Rennes, Tours** or **Villeurbanne**. In each city, there has been a higher number of library memberships and a more efficient public services for professionals⁹⁶. To address the administrative requirement of proof of identity, which can be a barrier for some individuals when registering at libraries, certain libraries are relying on **local citizenship cards** (also known as local IDs). These innovative tools, inspired by the New York model and relatively new in France, facilitate access to public services and recognize local citizenship⁹⁷. For example, the **Paris** Citizen Card, the **Villeurbanne** or the **Le Vigan** Local Citizenship Card both serve as sufficient and accepted documentation for library registration. Continuing in their effort to ensure their libraries are accessible to foreign and/or non-French-speaking users, several Cities have developed multilingual tools to explain where to find these places, their services, and more:

- On their websites, such as on the **Parisians** libraries' ones, translated in twelve different languages: [here](#).
- On their guide developed exclusively for foreign people, such as the "Foreign residents, welcome in **Nantes**" guide: [here](#).
- The Library of **Bobigny** has designed a multilingual welcome guide, in six different languages: [here](#).

Some libraries organise **tours of their premises** especially for allophone or foreign visitors, such as the Libraries of **Chatillon-sur-Seine** or **Cabestany**. The French national **Public Information Library** offers special 2-hour sessions every Thursday and Friday morning, outside regular opening hours, when social organizations and the people they support are welcomed into the Self-Learning Service. This initiative helps introduce the digital resources available.

Out-of-home and **itinerant library activities** are essential to guarantee access to reading for those who are furthest from cultural facilities. These initiatives can take place during a specific season of the year (such as **Bordeaux's** "Bibliambule", a bus that travels around

⁹⁶ « Bibliothèques : De plus en plus de villes parient sur la gratuité des prêts, pour quel bilan ? » / « Libraries: More and more towns are opting for free loans - but what are the results? », 20 Minutes, 22/04/2023. [<https://www.20minutes.fr/societe/4033570-20230422-bibliotheques-plus-plus-villes-parient-gratuite-prets-bilan>].

⁹⁷ "Municipal ID Card. Towards inclusive urban citizenship", ANVITA, 2021.



the city during summertime) or all year round (such as “L’Atelier”, a bus that is the third media library of the **Meuse department**). For its part, the **Chassieu media library** has established **regular reading sessions** at a Traveller community site, in order to introduce their services and enhance cultural access for Traveller families.

a) Cultural rights

As part of their commitment to guaranteeing access to cultural rights for foreign nationals, many libraries design activities to **promote access to reading and education**, especially for young people. Thus, as World Book Capital 2024, the **City of Strasbourg** partners with Libraries Without Borders (BSF) for their 'My Book Bag' project, aimed at refugee children. Throughout the 2023-2024 school year, the **Dijon Library** supported one of the secondary schools UPE2A class [for newly arrived allophone pupils] in the creation of a numook, a collectively written digital book. The library played a key role in providing them with a variety of resources, from albums and books to films and music, enabling the pupils to draw inspiration for their project around the theme of travel.

One of the main activities ruled by libraries for migrants are focused on **French language skills**. Thus, many of them have a **great collection of French language resources**, such as the Libraries of **Marseille** or **Bobigny**, especially for children and young people. Some develop **easy-to-read and easy-to-understand resources** for allophones, illiterates and people with disabilities: let’s mention the libraries of **Chambéry, Cognin, Saint-Baldoph, Cabestany** and **Nantes**. Many libraries organise and run **French language courses**, as in **Périgueux** and **Montigny-le-Bretonneux**. In **Paris** and **Nantes**, work has been carried out to coordinate and improve the skills of library staff. These courses can be run by volunteers or employees. The Cities of **Marseille** and **Lyon**, and the **Metropolis of Lyon** have set up partnerships with local stakeholders specialized in languages and the fight against illiteracy. Leisure activities can also be a good way of reinforcing users' language skills: the **Library of Dijon** proposes video-games afternoons for groups of six allophone children, and the national **Public Information Library** organise French-language film sessions.

Zoom on... “D’une rive à l’autre” program:

A program of exchange and a documentary web series focused on welcoming migrants in libraries and learning French as a Foreign Language.

This initiative, born from a partnership between the French Public Information Library and the Friends of BAnQ (Montreal), connects two groups of migrant readers learning French in francophone countries through live video conferences and video exchanges. These exchanges allow participants to compare their cultural, social, and linguistic experiences in their respective host countries.

The program is part of Bp’s French language conversation workshops, promoting multiculturalism and fostering collaboration between francophone libraries on a shared project.





b) Social rights

Libraries provide not only cultural and educational resources but also a secure, dignified and welcoming environment, essential for the most vulnerable ones. Libraries, as year-round, freely accessible spaces, play a crucial role in **providing refuge** to migrants and homeless people, especially in a context where daytime shelters are often overcrowded.

Some libraries employ staff dedicated to **guiding and mediating** with migrants in order to orient them within the library but also towards external services. It ensures their integration and access to resources despite language and cultural barriers and helps position the library within a local ecosystem of welcoming newcomers. Thus, the **Alcazar Library in Marseille**, particularly its Bibliomedia department and reception service, has established an **orientation desk** right at the library's entrance, staffed by all employees on a rotating basis. Meanwhile, the **Nantes Media Library** has hired a mediator.

A number of libraries are helping their users to **access their administrative rights** through the services of **public writers**, professionals who help people not at ease or not very comfortable with writing with their administrative procedures. For instance, it is the case in the Libraries of **Lyon, Marseille, Montreuil, Nantes, Paris** or **Villeurbanne**. Free **legal aid services** have been provided at the national **Public Information Library** by "La Clinique Juridique", by volunteer students from the Law Department of University Paris 8. All domains of law can be covered, and anyone can call on this service. This same library also offers every week **mediation services** provided by the French association "France Terre d'Asile". The mediator provides, in five different languages, support and information to migrant people on topics such as asylum rights, housing options, protection for unaccompanied minors, and specialized reception centers.

At a time when national services are becoming increasingly paperless, libraries have become **digital inclusion stakeholders**. They have developed both individual and group support activities to help people learn how to use digital tools, through their digital collections, services and digital mediation. In fact, several LRGs, such as **Nantes** or **Rennes Métropole**, directly **mention libraries in their directories** as public spaces with digital access. Hence, most of the libraries offer **access to computers and/or laptops** with free internet access and digital resources, such as the Libraries of **Cabestany, Chambéry, Mérignac, Périgueux** or **Tours**. Some libraries are partners with the French NGO Emmaüs Connect, specialised in fight against digital divide and precariousness, which provides **group computer workshops** or drop-in sessions with a digital advisor, notably with the **Municipal Libraries of Paris** or the **Intercommunal ones of Plaine Commune**. The **departmental library of the Marne** has set up **digital courses**: for young people during the school holidays, and four courses lasting around 20 hours (introduction to computers, digital technology and employment, access to rights to learn how to carry out administrative procedures online). These courses are open to everyone, including newcomers.





To support librarians in this task, the Auvergne-Rhône-Alpes Livre et Lecture association has created a series of practical information sheets for implementing digital mediation projects in libraries.

Finally, libraries can also be spaces for promoting **access to health** for their users. For instance, the French national **Public Information Library** is partner with the association “Migrations Santé” [“Migrations Health”], which offers 20-minute consultations including various services targeting migrants: socio-health orientation, healthcare system guidance, psychological and legal support, and health-related education and medico-social diagnostics. In response to a call for projects launched by the City of **Bordeaux**, the association “Le Garage Moderne” is offering **solidarity breakfasts** twice a week to homeless and precariousness people in two of the city's libraries. These services not only guarantee access to food for people, but also, more broadly, access to health care through the distribution of **hygiene kits**. At the same time, a librarian is on hand to help people discover the place and its cultural offering.

Zoom on... Inspiring places:

In France, there is more and more discussions on the idea of transforming libraries into third-places, spaces fostering new social and cultural uses.

- **James Baldwin Media library and Refugees’ house, Paris:** In 2024 will open a new media library in Paris. The innovation of this project is largely due to its location: it is attached to the new “Maison des Réfugiés” [“Refugees’ house”], a 1,000 m2 resource centre that brings together various associations supporting exiled people (learning French, vocational training, etc.). A multi-purpose room, a coffee, coworking spaces and urban agriculture will link the two spaces.
- **The Agora, Metz:** This project is gathering both a Media library, a social centre and a digital centre in the same space. There are also a performance and creation hall, an associative coffee, areas for early childhood and a garden. The Agora enjoys a diverse and rich program for the inhabitants, including young ones.

c) Political and civic participation of migrant people

Libraries' inclusion and welcoming initiatives make them a place where every individual, including those in vulnerable situations, can play an **active part in the civic life of the community**. Libraries are places where people can meet and exchange ideas, encouraging the integration of migrants while strengthening social cohesion.

For example, many libraries, take part in **writing workshops**. More common, many libraries, such as the ones of **Vigneux-sur-Seine, Maromme, Bobigny, Périgueux** or **Antibes**, host and even organize **language conversation workshops in French**. These workshops are not designed as formal language courses but rather as warm and inclusive moments of exchange. They allow migrant people to practice the language in an informal setting while creating



connections with members of the local community. As such, these meetings strengthen not only language skills but also social bonds. These workshops can be led by library employees, volunteers from associations, or citizens, and can be more or less frequent. In 2019, the **libraries of Nantes** sought to provide a common framework for these different workshops. They were supported by a training center on their professional approach. A **charter for conversation workshops** was drawn up, setting out their objectives and placing them within the 'ecosystem' of language courses.

Another initiative to strengthen the civic role of migrant people is the **"human library"**, where people become the books and share a part of their stories. Thus, in 2020 in **Nantes**, the association Traits Portraits organized a "living library" focused on the realities faced by refugees. Four men and four women shared their stories with those who came to listen. In 2023, the **Library of Lyon** organized a "human library" for the first time, during one of its cultural events. To do so, the Library of Lyon has been helped by a researcher. The 'book' participants and the librarians, acting as guides, all took part in a preparation programme comprising five sessions. This preparation stage was essential for the living books in order to take ownership of the project, prepare to share their personal experience, manage potential reactions and overcome stress and emotional intensity. They also worked on the covers of the books to be displayed in the library's 'street'. For their part, the librarians had to understand the fundamental principles, values and skills required to successfully carry out this innovative activity. Such empowering experiences also took place in **Rouen** for example.

Other artistic projects can be opportunities for migrant people to participate. For instance, with the project "Je voulais capturer la beauté que mes yeux voyaient" ["I wanted to capture the beauty my eyes saw"], young migrant pupils of a secondary schools of Montpellier were given cameras to document their lives here and now, focusing on their future rather than their past journeys. The exhibition is on display at a **Library of Montpellier** and has received financial aid from the **Department of Hérault**.

Conclusion

The Desk research has shown that a variety of library actions targeting migrants already exist on the French territory. The language class and the unconditional access to the building, its electricity and its infrastructures are usually the first point of contact with the most vulnerable part of the migrant public. Social initiatives have proven to be effective in drawing migrant people towards cultural programs, and the services offered help newcomers gradually familiarize themselves with and take ownership of the library space.

However, there are great disparities between libraries regarding the resources available, the public commitment, and human resources dedicated to including migrant people. In some cases, there is a dedicated position for this purpose, whereas some others do not have any and are struggling with their other missions. Additionally, librarians often face challenges in assessing users' preferences and needs, and in effectively communicating the availability of their services.



Library Bridges: Promoting the integration and inclusion of third country nationals in Europe through libraries and local partnerships

The upcoming mobilization workshops will provide an opportunity to engage directly with professionals, gaining deeper insights into the challenges they face, their successes, and domains for potential improvement. Next LiBri project's actions will help develop strategies that overcome these barriers and tackle the issues.



Library Bridges: Promoting the integration and inclusion of third country nationals in Europe through libraries and local partnerships

Desk Research Report

Benchmark of innovative practices in POLAND



**comunitățile
viitorului**



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DEI VOLONTARI TERRITORIALI ADDELLANTE



**Biblioteche
Senza Frontiere**
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I. General national context

a) Geographical context and demographic profile of the country

The end of communism found Polish society at perhaps the most homogeneous moment in its history. Episodic migrations from Greece, Chile, and later Vietnam had little impact on the demographic structure in Poland, which had remained homogeneous since the 1950s, both ethnically, racially, and religiously (even over 96% of the population). This was largely due to the policies of the Polish authorities, aimed at blurring national differences.

After 1989, with the slow opening of Europe, Poland transformed from a politically isolated country to a migration destination for citizens of the former USSR – primarily from Ukraine and Belarus, as well as from Vietnam. Access to passports and visas also triggered a wave of labor emigration, from Poland to Western European countries. At the turn of the 20th and 21st centuries, the number of foreigners seeking refugee status in Poland increased due to conflicts such as the Second Chechen War and the war in the former Yugoslavia.

As a result of Poland's accession to the EU and the opening of EU labor markets, approximately 2.5 million people emigrated to EU countries for work. After joining the Schengen Area in 2007, Poland became a more attractive destination for migrants, although wealthier Western European countries remained preferred. Since 2014 (after the annexation of Crimea), there has been an increase in the number of Ukrainian citizens working in Poland.

The COVID-19 pandemic caused a temporary drop in migration, but by 2021, the number of residence permits issued had risen again, reaching nearly one million (1/3 of all permits issued in the EU). Currently, most migrants are citizens of Ukraine and Belarus, and the number of Asian migrants is growing dynamically⁹⁸. The labor market and migration are significantly influenced by the ongoing demographic crisis, which began in 1997. Further development of the Polish economy depends on migration policy with European Statistical Office forecasts predicting a 10% population decline by 2050 and a shortage of 5 million workers by 2030.

Since 2021, there has been an ongoing migrant crisis, fueled by the Belarusian and Russian governments to destabilize Poland and Europe, creating a “special immigration offer” for migrants

⁹⁸ Hargrave, K., Homel, K., Dražanová, L. (2023). Opinia publiczna i postawy wobec uchodźców i innych migrantów. Polska: profil kraju. Available at: https://media.odi.org/documents/ODI-Public_narratives_Poland_country_study_POLISH-revMay23.pdf (accessed 23 September, 2024).



to come to Belarus and prompting them to illegally cross the border with Poland. As a result, refugees, mainly from Syria and Iraq, have been stranded in the open for months without any means of subsistence. When they make attempts to cross the border outside official border crossings, they are pushed out of Poland to Belarus. The only source of humanitarian aid for these people are activists and NGOs. The change of power in Poland since 2024 has not triggered a dramatic change in its approach to refugees - both in 2015 and now it opposes the adoption of relocation mechanisms and so-called country-specific quotas. The wall built along the Polish-Belarusian border stands as a symbol of the tragedy of those who died in search of a better life.

Russian aggression against Ukraine has caused huge fluctuations in population - with nearly 3.5 million Ukrainians residing in Poland at its peak. Today it is approximately 1.5 million, within Poland's total population of around 37.5 million. The majority of Ukrainian citizens reside in Poland are beneficiaries of temporary protection introduced by a European special law on assistance to Ukrainian citizens in connection with the armed conflict on the territory of that country. Women and children account for about 87% of this group. Most Ukrainian citizens live in Polish provinces with large urban agglomerations: the Mazowieckie Voivodeship (21%), the Dolnośląskie Voivodeship (11%), the Wielkopolskie Voivodeship (11%), the Małopolskie Voivodeship (10%) and the Śląskie Voivodeship (9%).

The number of foreigners working legally in Poland is steadily increasing. As of January 2024, 999,800 foreigners registered in the social security system were working in Poland - including about 45% employed on temporary contracts - which accounted for 6.5% of the total workforce⁹⁹. Approximately one-fourth of Polish companies reported employing foreign workers.

Most of them were citizens of Ukraine: 686.7 thousand (their share fell by 4.6% from 2022); Belarus: 129 thousand; India: 41 thousand, Georgia: 26 thousand; the Philippines: 22 thousand; and Bangladesh: 13 thousand. The largest increase was recorded among citizens of the Philippines (by 40%), India (23%) and Belarus (14.7%).

Overall, it is estimated that in the first half of 2024 there were about 2.5 million foreigners living in Poland¹⁰⁰, with around 730,000 holding residence permits (based on 2023 data), including 427,000 Ukrainians, 27,000 Belarusians, and 20,000 Georgians, mostly residing in urban areas.

In 2023, in Poland, various forms of international protection were granted to a total of only 4,600 individuals (refugee status was granted to only 378 people, mainly from Belarus and Afghanistan): 2.9 thousand citizens of Belarus, 1.1 thousand of Ukraine and 200 of Russia, among others. Status was denied to 1,900 people.

b) Institutional, political and legislative context relating to migration

Over the past two decades, Poles' attitudes toward immigrants and refugees have undergone significant changes. Initially, they were among the most positive in Europe. In 1997, only 21% of

⁹⁹ Główny Urząd Statystyczny (2024). Cudzoziemcy wykonujący pracę w Polsce w styczniu 2024 r. Available at: <https://stat.gov.pl/statystyki-eksperymentalne/kapital-ludzki/cudzoziemcy-wykonujacy-prace-w-polsce-w-styczniu-2024-r-,15,14.html> (accessed 23 September, 2024).

¹⁰⁰ Polski Instytut Ekonomiczny (2024). Co trzeci Polak zawyża liczbę cudzoziemców w Polsce. Available at: <https://pie.net.pl/co-trzeci-polak-zawyza-liczbe-cudzoziemcow-w-polsce/> (accessed 23 September, 2024).

respondents expressed opposition to accepting migrants. As recently as 2009, more than half of Poles believed that immigration had made Poland a better place to live.¹⁰¹ In 2015, the refugee crisis in Europe combined with the Polish government's xenophobic narrative caused a sudden turnaround in society - the percentage of those in favor of supporting refugees fell from 58% to 36%.

Support for accepting refugees dropped especially for refugees from the Middle East and Africa, who were seen as a threat (in 2016, 71% of those surveyed were against accepting refugees from these regions). Typical government-financed media coverage focused on creating the fake narrative about the alleged threat of terrorism posed by refugees from Muslim countries, the disruption of the country's cultural "unity" and finally Poland's relatively weak economic situation and insufficient number of jobs.

Nevertheless, from 2019 onwards, attitudes among Poles began to change to more positive ones, for example, in 2021 77% of respondents agreed that Poland should support people fleeing wars and persecution. A positive attitude definitely prevailed with regard to refugees from Ukraine after the Russian aggression of February 2022¹⁰² which has been steadily declining since 2023 (mainly as a result of information about the grain crisis) and in June this year was already only 54% (compared to 94% in March 2022)¹⁰³. The rather reluctant attitudes toward refugees trying to cross the Polish-Belarusian border persists (72% against).

Despite accepting a number of international protection documents and ratifying the Geneva Convention on the Status of Refugees, Poland remains outside the EU mainstream on the EU Charter of Fundamental Rights (in 2007 it joined the so-called "British Protocol," which in practice means that the Charter's provisions cannot be enforced by law) and EU migration policy (in 2015 it did not participate in the refugee relocation program, and in 2024 it opposed the adoption of the Pact on Migration and Asylum). Prime Minister Donald Tusk with regard to the Pact stated: "We will not pay for anything, we will not have to accept any migrants coming from other directions, and the European Union will not impose any migrant quotas on us."¹⁰⁴

Donald Tusk's government, elected during the turnout-record election on Oct. 15, 2023, is made up of 4 four centrist and left-wing parties, whose electorate largely expresses a favorable attitude toward migrants and refugees. Approx. 45% of the national-conservative electorate are those who oppose the admission of migrants or express outright dislike of them (voters of the far-right Confederation party).

c) Ecosystem of stakeholders involved at the national level

¹⁰¹ https://media.odi.org/documents/ODI-Public_narratives_Poland_country_study_POLISH-revMay23.pdf

¹⁰² Hargrave, K., Homel, K., Dražanová, L., op. cit.

¹⁰³ CBOS (2024). O wojnie w Ukrainie i sytuacji na wschodniej granicy, 67/2024.

¹⁰⁴ European Council on Refugees and Exiles (2024). POLAND: Council Adopts EU Asylum Reforms Despite Polish Opposition — Poland Joins Group of Member States Demanding New Migration 'Solutions' — Prime Minister Vows to Strengthen Border with Belarus — Humanitarians Indicted for Helping Migrants on Poland-Belarus Border. Available at: <https://ecre.org/poland-council-adopts-eu-asylum-reforms-despite-polish-opposition-%E2%80%95-poland-joins-group-of-member-states-demanding-new-migration-solutions-%E2%80%95-prime-minister-vows-to-st/> (accessed 23 September, 2024).

Poland does not have a national migration and integration policy¹⁰⁵. This lack became particularly apparent after the Russian aggression against Ukraine, when refugee assistance efforts were chaotic and reactive, inspired mainly by the help of private individuals, activists and NGOs. In 2024, the Ministry of the Internal Affairs and Administration began working on a migration policy to take into account the actions of the state and all levels of local government, NGOs and others. The policy is expected to be completed later in 2024, with a new law on foreigners to be adopted in the following year; the establishment of Foreigner Integration Centers in each province is also planned. The lack of formal requirements for the implementation of integration policies at the regional and local levels means that these measures are only taken where local authorities decide to implement them themselves. For example, many - especially large - cities have migrant support centers. Cities such as Warsaw, Gdansk, Krakow and Wroclaw have developed migrant integration strategies, but the lack of coherence and coordination at the national level hinders effective migration management. It is worth noting that there have been several ideas for models for integrating foreigners developed, for example, by the NGO coalition Migration Consortium¹⁰⁶ and the Migration Policy Laboratory of Cities and Regions of the Center for Migration Research at the University of Warsaw¹⁰⁷.

According to the Law on Foreigners of 2013, a foreigner is any person who does not have Polish citizenship. In addition, since 2003, the Law on Granting Protection to Foreigners on the Territory of Poland (refugee status, subsidiary protection, asylum, temporary protection) has been in effect for people who are outside their country due to a well-founded fear of persecution.

In cases where a person does not meet the prerequisites for refugee status, but return to their country of origin may expose them to a real risk of suffering serious harm, subsidiary protection operates in Poland. Both categories of people can apply for special forms of assistance and support and receive temporary identity certificates. In connection with the unprecedented influx of refugees from Ukraine in 2022, a special law was adopted to assist Ukrainian citizens in connection with the armed conflict on the territory of that country. These individuals were granted temporary protection until VI 2024, now extended until IX 2025.

The Ministry of Internal Affairs and Administration, which is tasked with developing national migration policy and related laws, is responsible for actions toward foreigners in Poland. The Ministry also oversees the Office for Foreigners (responsible for, among other things, granting international protection, providing social and medical assistance to foreigners, and processing appeals against decisions on legalization of residence and visas) and the Border Guard (in addition to its border protection tasks, it accepts applications for international protection). On the other hand, at the regional level, provincial offices subordinate to the government conduct administrative proceedings on temporary residence permits, permanent residence permits and work permits for foreigners (recent inspections have shown that these proceedings are excessively lengthy). In some offices, structures have been set up to provide assistance to

¹⁰⁵ Strzelecki, P., Kluza, S. (2024). Polska polityka migracyjna. Uwarunkowania i rekomendacje. Available at: http://przyjaznykraj.pl/wp-content/uploads/2024/04/Raport_Polska-polityka-migracyjna_Fundacja-Przyjazny-Kraj_OT_16042024.pdf (accessed 23 September, 2024).

¹⁰⁶ Dąbrowska, A., Konsorcjum Migracyjne [2022]. Szkic do lokalnych polityk integracyjnych. Available at: <https://hf.org.pl/wp-content/uploads/2022/10/szkic-do-lokalnych-polityk-integracyjnych.pdf> (accessed 23 September, 2024)

¹⁰⁷ Laboratorium Polityk Migracyjnych Miast i Regionów OBM UW (2023). Model lokalnej polityki włączania migrantów i migrantek w życie miast. Założenia i rekomendacje. Available at: https://www.migracje.uw.edu.pl/wp-content/uploads/2023/08/Model_polityki_wlaczania_migrantow.pdf (accessed 23 September, 2024).



foreigners in the form of consultations with specialists in legalization of residence in Poland, lawyers and translators.

The Ministry of Culture and National Heritage and its subordinate institutions: the Book Institute, the National Cultural Center and the National Library are responsible for the culture and activities of libraries in Poland. The Ministry implements the National Program for the Development of Readership, which supports public libraries through grants for activities promoting readership and grants for the renovation and construction of new libraries. The Book Institute also supports discussion book clubs operating in libraries and the purchase of computers and other equipment. The National Library maintains a central database of publication descriptions, and the National Center of Culture implements the BLISKO program, which supports libraries as places for integrating local communities.

According to the law, central and regional government institutions described above are almost exclusively responsible for actions for foreigners in Poland. At the local level, local governments have limited competence. District labor offices are involved in reviewing the applications of employers wishing to hire foreigners and provide assistance to foreigners who have lost their jobs and registered themselves as unemployed. In turn, municipal offices issue foreigners with the so-called PESEL ID number, which entitles them - among other things - to social assistance, and carry out the process of confirming the documents of those refugees who stay in Poland on the basis of statements. The migration policy and the new law on foreigners, which is currently being prepared, are expected to significantly increase the responsibility of regional, county and municipal governments and for activities related to the integration of foreigners.

NGOs play an important role in assisting migrants and refugees in Poland, especially in the absence of a migration policy. From the moment of the people crossing the border, they provide legal support, assistance in finding housing and in the process of legalizing their stay. Despite political attacks and financial constraints, these organizations continued to operate during the rule of the anti-immigrant Law and Justice government (2015-2023), offering assistance, especially during crises such as the influx of refugees from Ukraine and the situation on the Belarusian border (a coalition of organizations called the Granica Group operated there). Together with local authorities, they organized support such as food and clothing collections and integration of migrants. The examples developed by NGOs of successful humanitarian and integration activities can be used in the development and implementation of state migration policy.

In Poland, there are fully professional NGOs that support people with migration and refugee experience, as well as organizations providing humanitarian aid abroad. Due to the negative narrative regarding the support of migrants and migration processes, as well as the lack of global education topics in the Polish community, those NGOs experienced many difficulties, including the complete cessation of domestic funding for such projects. The war in Ukraine and the emergence - suddenly and unexpectedly - of a very large group of refugees caused the release of social energy and an immediate response from organizations that almost immediately reorganized their activities for the benefit of the newcomers. These were primarily large



organizations operating in larger urban centers, consolidated (only these survived) and having experience in obtaining funds for activities. The Migration Consortium <https://konsorcjum.org.pl/> - an informal agreement of 9 organizations working with TCN, the Ocalenie Foundation <https://en.ocalenie.org.pl/>, humanitarian organizations such as the Polish Humanitarian Action <https://www.pah.org.pl/>, as well as organizations and independent activists supporting for 3 years people who are trying to get through the Polish border from Belarus (EU border) - this is a representative environment of entities that can provide active support to local action groups by sharing their experience and professional preparation for working with TCN. These organizations provide both immediate assistance and support the integration of people with migration and refugee experience by offering support in everyday life and help in integrating into the Polish community - housing, finding a job, financial and material support, help in understanding migration procedures and obtaining residence documents. NGOs also conduct advocacy, research, and information campaigns about the situation of migrants, their needs, and the benefits of accepting new arrivals in Poland.

NGOs have been cooperating with local partners, including libraries, for a long time, offering participation in projects of regional and even national scope, acting as educators and also providers of educational materials. This cooperation should be developed and more widely used in creating local partnerships and action groups because NGOs have accumulated resources that libraries lack the most.

II. Territorial context of migration

d) Institutional and administrative functioning of local authorities

Since 1999, local government in Poland has had three levels: municipalities (as of 2024 there were 2477), counties (318) and provinces - voivodeships (16). Municipalities are responsible for all local matters important to the local community. They are governed by a council and - depending on the size of the municipality: village, small town, large city - an alderman, mayor or president, respectively, who is directly elected by the residents. The municipality's tasks also include taking care of cultural development, including the maintenance of such institutions as libraries (each municipality is required to maintain at least one library; on average, each municipality has one main library and three branches) and cultural centers. Municipal offices accept applications from foreigners for the so-called PESEL (national identification number) which allows them to be identified and receive social benefits. Counties handle tasks beyond the capabilities of municipalities, such as managing hospitals, secondary schools and labor offices. They also run county libraries that support local libraries. The provincial government runs cultural institutions with regional outreach, such as theaters, opera houses, museums, and provincial public libraries that network and support county and municipal libraries.

There is a growing belief among local government experts and activists that "migrant integration" require a strategic approach. Currently there are no legal requirements in this regard, hence few local governments have an integration strategy. The exceptions are some large cities (Gdansk, Krakow, Wroclaw). In Warsaw - the city with the largest migrant population in Poland - the

authorities have paid attention to migrants in all programs and strategies as part of an integration vision in which all “citizens of Warsaw”, regardless of nationality, can feel at home¹⁰⁸. This is expected to change with the introduction of a national integration policy, which the Ministry of Internal Affairs and Administration is currently working on.

Since local governments at present have no significant tasks related to the integration of migrants, - there are no unified structures dealing with these problems in the offices of municipalities, counties and provinces. Their establishment and scope of tasks is a voluntary decision of each local government, e.g. establishing of separate units dedicated to integration processes . or outsourcing specific tasks to NGOs.

In Lublin, in response to the refugee crisis, a special committee was established to coordinate the activities of various city structures with the participation of NGOs. In Warsaw - the city with the largest number of foreigners in Poland - the authorities coordinated the activities of thousands of volunteers providing assistance to refugees from Ukraine in the first months after the Russian aggression, provided accommodation in city-owned buildings and set up information points, for example, at train stations¹⁰⁹. A Coordination Team for Actions for Foreigners within the Office for International Cooperation has been established to work on behalf of migrants in Warsaw, but in practice other structures of the office also carry out these activities. In general, the involvement of Polish local governments in helping refugees from Ukraine - despite the lack of policies and legal frameworks - was unprecedented. Millions of people have been provided with shelter, care and food. Donation collections were organized, which went to refugees and Ukrainian local governments. Support was organized for legalization of residence and benefits, as well as Polish language instruction and career counseling. Refugees had access to sports and cultural offerings. Education for some 200,000 Ukrainian children was provided. Libraries were actively involved in all these activities.

e) Institutional and administrative functioning of libraries

In 2023, there were 7,570 public libraries, of which about 65% were located in rural areas. The largest number of libraries was in the Mazowieckie Voivodeship (945), and the smallest in the Podlaskie Voivodeship (224). On average, there were 4,972 residents per library, the highest rate in the Pomorskie Voivodeship (7,636). There are three types of public libraries in Poland: provincial, county and municipal, which are organized by marshal, county and municipal offices, respectively. Provincial libraries are responsible for supporting libraries at the regional level, and county libraries at the municipal level. Library matters are also under the responsibility of the councils of each level of local government, and within them the cultural committees, which usually - especially in small municipalities - also deal with other social services. In some communities, the library is the one public place that is universally accessible and offers cultural and educational services free of charge.

The percentage of public libraries and library and information centers with computers has increased slightly compared to the previous year. In 2023, 96.3% of library facilities were equipped with computers (94.8% in 2022). A total of 74.2 thousand computers were in use in

¹⁰⁸ Hargrave, K., Homel, K., Dražanová, L., op. cit.

¹⁰⁹ Hargrave, K., Homel, K., Dražanová, L., op. cit.



these libraries. Of the total number of computers available to users, 96.1% had Internet access. In 2023, libraries had 124.3 million books and 3.4 audiovisual materials in their collections. On average, one public library offered readers 7 magazine titles. 82% of libraries offer online access to the catalog, and 65% offer remote ordering. 44% of libraries give free access to platforms providing ebooks and audiobooks. In 2023, 197,000 educational in-person events and 1,600 online events were organized in libraries, which - including book loans - were attended by 5.8 million people (55% more than in 2021 when a decrease was recorded due to the Covid-19 pandemic). Compared to 2022, the number of registered users increased by 5.2% and readers by 4.5%. There were 58.4 million visits to public libraries during the year (up 7.3%). At the end of 2023, public libraries employed 22.0 thousand workers. There were 15.2 thousand people working in library positions, nearly half of them (48.5%) had higher education in the field. Of all library employees, 65.7% took part in employer-funded training to improve their professional skills¹¹⁰.

III. Inspiring practices: libraries as spaces for inclusion for TCN

Libraries' experience with TCN activities

For the study of activities for non-European Union (EU) foreigners (TCN) carried out by libraries in Poland, we gathered information from surveys, focus meetings and interviews from more than 90 libraries across Poland. We included information from representatives of provincial libraries overseeing the network of municipal libraries in the regions, as well as the voices of executives gathered in the FRSI Board of Consultants. In addition, we collected examples of activities from libraries that participate in grant projects, i.a. run by FRSI for refugees from Ukraine in the last 3 years and previous multicultural activities. The projects are aimed both at adults, mainly mothers and children who arrived in Poland after the start of the full-scale Russian invasion of Ukraine, but also aimed at women who are seeking employment in Poland according to their professional profile.

Libraries in Poland have gained the most experience in working with non-EU foreigners (TCNs) in the last three years, working mainly with people with migration and refugee experience arriving from Ukraine. Earlier experiences working with other nations or minorities concern relatively few libraries with larger groups of newcomers, e.g. from Asian countries (e.g. Vietnamese and Indians in Raszyn near Warsaw) - selected good practices of multicultural activities in libraries were described in the publication "Multicultural library"¹¹¹.

In general, however, librarians admit that the presence of foreign users is still scarce (except for Ukrainians) y. Sometimes they know of the existence of such a group only by meeting migrants in public spaces - but they do not reach the library. Migrants, especially of a different race, are visible in larger cities; however, they rarely go beyond a closed circle of people from the same country/region or speaking the same language. Their ability to self-organize varies and depends, among other things, on the size of the group and the work they do. The "old" national minorities,

¹¹⁰ Główny Urząd Statystyczny (2024). Biblioteki publiczne w 2023 roku. Available at: <https://stat.gov.pl/obszary-tematyczne/kultura-turystyka-sport/kultura/biblioteki-publiczne-w-2023-roku,14,8.html> (accessed 23 September, 2024).

¹¹¹ Branka, M., Cieślukowska, D. (2015). Multicultural library. Available at: https://biblioteki.org/app/uploads/2023/02/MULTICULTURAL_LIBRARY_www.pdf (accessed 23 September, 2024).



i.e. Ukrainians, Belarusians, Vietnamese, etc., whose communities have created a formal framework of representation, e.g. in the form of NGOs (Ukrainian House, Union of Ukrainians in Poland), are much better off in terms of self-organization than newly-arrived people.

Special integration activities for various migrant and refugee groups are rare, both in terms of cultural institutions and local government offerings (NGOs have the most experience and achievements in this area).

Due to the homogeneous structure of Poland since World War II, very little immigration in the post-war years, and the negative attitude of the government in the last 10 years (which was discussed in another part of the report), the experience of coexistence in a multicultural and multi-ethnic society has been very limited so far. In the last 15 years, few libraries have implemented activities for minorities who have lived in Poland for a long time and are partially assimilated - ethnic groups such as Kashubians, Jews, Tatars in Podlasie or Roma. However, such activities were conducted regionally and based on the historical heritage of a given place, not on an actual needs of people with the experience of migration and refugee.. The war in Ukraine motivated libraries to work with foreigners on a larger scale, However, the situation varies: the refugees primarily chose locations already inhabited by friends/families or larger cities, where the housing, school and job offers were better, despite the relocation efforts undertaken by the government. The flow of people between cities (small groups decided to settle in the countryside) was also very dynamic.

Models of undertaking activities with Third Country Nationals (TCN) by libraries

Libraries undertook TCN-related activities for numerous reasons, in various circumstances and inspired by different local actors. The first actions were usually organized ad hoc, librarians had to rely on their own knowledge and ideas, which they tested in action; many statements repeat the thread of lack of professional preparation, e.g. in the area of intercultural communication and models/scenarios to use, and a top-down decision of the authorities related to the implemented integration policy, which would justify the attempts made.

Due to the initiative in undertaking activities for the benefit of TCN, we can talk about 3 models: 1) own initiative of libraries, 2) activities proposed or commissioned by local government or 3) activities carried out by libraries as partners in larger projects initiated, for example, by local, regional or (most often) nationwide social organizations specializing in working with TCN, for which they obtain EU funds or public collections of money or material resources.

1. Libraries' own initiatives in working with TCN. These are undertaken especially if foreigners from different parts of the world already lived in the library's area of operation or if there was a natural leader in the group of newcomers, a person who could act as a "bridge" between the group of newcomers and the host community. In most cases, these were people from Ukraine (over 800,000 before 2021) or other countries of the former USSR or Russia (Belarus, Chechnya, Georgia, etc.). The stimulus for starting the library's own activities were people from these countries who knew the language of a given group, who volunteered or were employed in the library; e.g. teachers or librarians from Ukraine. The library could start activities if there was a

local leader in the group who had contact with the given group of recipients; not necessarily its formal representative, but a person who had the opportunity to reach, and what is more, enjoyed the trust of potential recipients of the activities. After the full-scale invasion of Russia on Ukraine, libraries, like individuals and social organizations, were among the first to get involved in activities for refugees from Ukraine, offering immediate assistance to people arriving from the Polish-Ukrainian border, and then supporting those who, at least for some time, stopped in the library's area of operation.

2. **Activities of libraries initiated or commissioned by the local government – the managing/supervising body of public libraries.** Since activities for migrants are not included in the legal framework in Poland, the local government is not obliged to conduct regular activities for them. This situation changed after February 24, 2022, when war refugees from Ukraine entered the country. The local government, in particular the border communes, organized reception points for refugees within a few days of the outbreak of the war, offering immediate assistance – temporary reception, accommodation, meals, transport to locations. At the beginning, it was often the local leaders' own initiative, which they undertook with the help of other entities – organizations and institutions in their area, among them libraries were also invited to cooperate. Librarians from the Pępowo commune (see the description of good practice in the table) point out that on the initiative of the wójt (alderman)), already a few days after the start of the war in Ukraine, at a commune meeting, forces were united and tasks were divided – to this day, although the group of people being helped is changing, individual entities cooperate with each other and a group of refugees from Ukraine lives in the commune who want to connect their future with this place.

In mid-March 2022, along with the decisions of the (central) government and the publication of ordinances regarding assistance to war refugees from Ukraine, the role of local governments in this process was defined and they could already properly manage the process in communes, dividing tasks between their subordinate institutions – including public libraries. Libraries had at their disposal primarily rooms that could be adapted to support refugees, and librarians knew their residents very well, not only the recipients of their activities, but also enjoyed public trust, which was an advantage in conducting aid activities. Especially in smaller centers, everyday life is concentrated around the library, a neutral, accessible place for everyone.

3. Libraries as partners in larger projects

Non-governmental organizations were the fastest to organize after February 24th. Individual volunteer activists formed aid groups, dynamically addressing the emerging needs of the masses of arriving refugees. NGOs primarily utilized their network of volunteers, organized fundraising (public collections), and gathered in-kind donations. Polish organizations involved in humanitarian aid and social assistance also received financial aid relatively quickly from international organizations, which, within a month of the invasion of Ukraine, redirected their activities to this part of Europe. However, receiving financial assistance from large aid organizations required preparation and a stable situation for the recipients, so the chance for



this was primarily for larger, nationwide or regional organizations with experience working abroad. Libraries were a natural local partner for such NGOs, as their network is dense and their outreach impressive... For the time being NGOs have been natural partners in organizing various activities for the community, obtaining funds for activities, or professional knowledge. We present the activities of social organizations for the benefit of TCN below.

Types of activities and actions

- Libraries organized various types of activities, gradually adjusting their offer to the demand of their target groups. Language courses for adults and young people are still held in some libraries today and are constantly popular. The most frequent include:

1. **Immediate assistance** - activities for war refugees from Ukraine in the first months of 2022 were primarily immediate assistance for families (mothers and grandparents with children) coming to Poland, often without even hand luggage. Basic humanitarian aid, i.e. providing temporary shelter, meals, and appropriate clothing, were the first actions taken by librarians, often supporting or running municipal reception points, especially in border regions. One of the largest and earliest organized points operated at the Library in Hrubieszów. Over time, local social welfare centers took over some of these tasks, although mutual information about the needs of recipients is still an important aspect of local cooperation.
2. **The library as a friendly place for children and youth** - providing help with homework, getting used to a school where everything, starting from the language and alphabet, was foreign - this is a task for which librarians were well prepared, and the library provided a neutral place - without school pressure. This was all the more important because the education sector in Poland was poorly prepared to immediately accept several hundred thousand Ukrainian children into Polish schools (Ukrainian schools were also established, but there are very few of them in relation to the actual demand), not to mention providing intercultural assistants, language support, etc. Helping children with their studies and doing homework in libraries also relieved teachers who, from day to day, without preparation, had to take on many challenges at school related to teaching many new students.

Activities for school children also attracted mothers with younger children to libraries, who were then offered preschool activities and also reached out to mothers and examined their needs. This was the way in which libraries subsidized by FRSI organized assistance as part of the "Library for All" projects implemented in cooperation with Save The Children International. Working with Ukrainian youth, also carried out as part of the aforementioned projects, required good preparation. In the first two years, many of these people remained outside the Polish school system, only in online education offered by the Ukrainian state, which created a situation of enormous isolation, even "ghettoization" of young people who stay at home or in their own group (people of Ukrainian origin, speaking Russian or Ukrainian). In general, young people from Ukraine integrate very poorly with their Polish peers; national stereotypes can be blamed here (the pejorative assessment of "ruski" still persists in Poland), but also a certain "insularity" of peer groups. People at this age are quite distrustful and often very judgmental,

and failure to fit into the group's standards very quickly leads to exclusion, ostracism, bullying, and other forms of peer violence. This group, as inherently sensitive (in Poland we are dealing with a massive mental health crisis among teenagers, exacerbated by the lack of psychiatric/therapeutic help), should be provided with special support and integration programs for mixed groups.

The Polish government made an attempt to monitor this group and include it in education in Polish schools only at the beginning of 2024. Unfortunately, it boils down to the obligation to attend school in the case of receiving social benefits.

- 3. Polish language courses for adults and younger people** - along with the offer of help with lessons for Ukrainian students in libraries, Polish language courses were organized, often with the financial help of the commune but also from their own resources, both on-site and online. Often the role of educators was played by people who knew Polish and Ukrainian and who had previously lived in the communes. Librarians also began to learn Ukrainian in order to communicate more effectively with newcomers. Our languages are similar, but the distinct differences and different alphabet create a barrier to more advanced communication, and especially to learning and taking up employment. Polish language courses were also to some extent a catalyst in situations of internal conflicts within the group of people coming from different parts of Ukraine, a significant part of which (from the east of the country) used Russian on a daily basis, which often caused ostracism among children at school within the Ukrainian group.

The inability to use Polish correctly evokes negative emotions among a large part of Polish society, and what is more, they mainly concern people from the former USSR countries. A person from the "West" who makes, even clumsy, attempts to speak Polish is perceived differently than a "ruski" who uses Polish fluently, but with a strong foreign accent. The issue of language is of great importance in the possibility of taking up work in accordance with one's qualifications.

- 4. Cultural offer, integration activities** - from the beginning, libraries undertook numerous activities aimed at improving the well-being of refugees arriving from Ukraine and integrating the group with the local community. Festivals, presentations of Polish and Ukrainian culture, joint celebration of the most important Ukrainian holidays, presentation of traditions, holiday meetings - these are just some of the activities undertaken that take place regularly in libraries. The catalog of cyclical events has been expanded to include those aimed at mutual acquaintance of new and old residents of the community. The format of integration activities for newcomers and the host community remains open for discussion. The participation of newcomers in events depends on a number of variables, such as willingness to make contact with people speaking a different language, openness to a different approach/ways of spending time/unique cultural codes, interest, etc. It can also be significantly limited by individual experiences (war trauma, fear of rejection).

5. **Expanding the collection and reading events** - from the beginning, most libraries sought the possibility of expanding the collection with items in Ukrainian - books for children, school textbooks, fiction for adults - both by Ukrainian authors and translations of Polish authors. Relatively quickly, books in Ukrainian began to be printed in Poland or imported from western Ukraine; most libraries whose recipients are people from Ukraine currently have a reading offer for them in their native language. However, observations from recent months, as admitted by many librarians, show that especially younger people - children and school youth - are increasingly willing to reach for books in Polish. Among young Vietnamese people in Raszyn near Warsaw, there is also a tendency to assimilate - the second generation often wants to be perceived as Polish residents and citizens; they do not emphasize their differences as much as their parents, although at the same time they cultivate their own traditions in their own circle, within their own local associations.

Challenges and Needs

1. **Reluctance of the Polish community and hate speech in the media.** Regardless of the experiences of working with foreigners and their numbers, librarians have noted a deterioration in the perception of foreigners in Poland in recent years - both war refugees from Ukraine and newcomers (still not very numerous) from further afield (especially the Far East and Africa). The negative attitude of the previous government (in power until the end of 2023) and the negative message in the public space - in the media, especially on public television - have led to an intensification of hate speech and hostility expressed in social media, but also in everyday life situations; in shops, workplaces, etc. The current government has also not taken decisive action to prevent such narratives and behaviors, especially since the humanitarian crisis on the border between Poland and Belarus, where uniformed services do not respect international and Polish law in relation to migrants (e.g. they routinely use the push-back technique), does not favor a change in social sentiments. As for newcomers from Ukraine - there is a reluctance associated with competition for basic goods such as work, social assistance benefits, or facilities that (temporarily) war refugees have received, which is perceived, especially by people in a more difficult financial situation, as unfair.

In Polish-Ukrainian communication (from the government down to the individual level), historical resentments related to,, the massacre of the Polish population in Volhynia (1943) by Ukrainian insurgent units, still play a role¹¹². These and other arguments related to the "disloyalty" of Ukrainians are cited by conservative/radical right-wing media as an argument against any facilitation or programs aimed at building peaceful coexistence of a multi-ethnic society.

Undertaking new projects or continuing activities with foreigners in the library therefore becomes difficult. Librarians are often afraid to promote initiatives for foreigners, they encounter directly expressed reluctance from Polish recipients (e.g. "there is no room for activities for Polish children!" etc.). Librarians are also concerned about hooligan incidents of a racist nature that have taken place in some towns in response to incidents attributed to

¹¹² Krakowska, K. THE ROLE OF VOLHYNIA MASSACRE IN BUILDING A NARRATIVE ABOUT UKRAINIANS ON THE POLISH INTERNET (2017):

foreigners (so-called citizens patrols recently beat up the residents of hotel for foreign workers in Żyrardów) – as well as the lack of a decisive reaction or thinking about preventive and educational activities on the part of local authorities. They point out that despite better operating conditions (e.g. funding opportunities have appeared) – it is more difficult to initiate such projects e.g. due to financial limitations and regularly growing scope of library activities..

2. **Lack of professional preparation, training offer for librarians** – the offer of training for educators and people working with foreigners, in the field of anti-discrimination education and work in a multicultural environment is small, mostly paid and difficult to find, because it is offered primarily by NGOs from larger centers – and this is a world still unknown to many librarians. Librarians point out the lack of such topics within their professional preparation and postulate a change as the needs in the related subject will undoubtedly grow. .

Professional library associations still offer little to the community in this field, not perceiving this topic as important and urgent to learn. Librarians are left to their own research and self-learning capabilities in terms of work in multicultural environment. In addition, librarians (like teachers) see the need to cooperate with specialists such as psychologists, psychiatrists, and therapists to support people with the experience of migration and refugee (primarily war trauma), including both children and adults who are recipients of library activities. Unfortunately, the state health care system, especially mental health care in Poland, is not efficient enough to provide assistance to migrants.

3. **Insufficient educational materials.** Educational materials, especially scenarios for educational activities that could be used for children but also for adults, are scarce. In many projects, they are prepared, but not always made public, especially under licenses allowing their use in other initiatives. There is no integrated database of materials, and such a database would be useful for librarians – a kind of guide for educators with information on possible applications, and even the possibility of contacting an expert who would advise on the selection of appropriate aids – postulate librarians. This could be a task for the Polish Librarians Association.
4. **Examining the needs of foreigners as new library users** – unfamiliarity with the rules of working in a multicultural environment is accompanied by the need to examine the needs of new recipients. Librarians admit that the activities they offer do not always find recipients, they are not always what turns out to be necessary or the most urgent. The question of how to attract foreigners to the library, what and how to offer often resonates among the needs of librarians who think about working with foreigners – at the same time seeing the need for flexible adaptation to changing needs, in connection with the arrival of new groups or a change in the needs of e.g. refugees from Ukraine or Belarus (political migration), who acclimatize relatively quickly in Poland.

5. Procedures and the role of local authorities

Although municipalities and counties are independent of the central authorities, the government's attitude towards migration issues has some influence on decisions made locally. The Law and Justice government, which existed until December 2023, was openly hostile towards migrants, especially those from outside Europe. During election campaigns, this party popularized narratives showing migrants as a threat to social cohesion, security, and even the health of citizens. In such a climate, addressing migration issues by local authorities required courage and nonconformity. Although the county/municipal level is theoretically independent the nationally ruling party has an influence, e.g. on additional funds transferred to local governments (Local Government Investment Fund created by The Law and Justice, EU structural funds).

Large cities, governed by opposition presidents, can afford independence and attempts to systematically organize support for migrants and refugees; it is definitely more difficult for mayors of smaller towns, even if they recognize the importance of the problem. In turn, the general climate around migration in the country, as well as the attitude of local authorities, influenced the decisions of library directors. It is easier to engage in activities for foreigners for libraries operating in municipalities and counties governed by mayors who did not succumb to the government's narrative, and more difficult where, due to personal views or opportunism, mayors opposed such activities. It is worth emphasizing that such - even indirect - interference of local authorities in the program activities of libraries is rather an exception.

In the attitude of local authorities towards libraries as partners in solving social problems in general, not only in the matter of migration, a certain role is played by the belief that the domain of libraries is culture, which is sometimes perceived as elitist entertainment rather than a tool for social change. This belief is gradually changing, as evidenced by, among other things, investments in library infrastructure.

Summing up, where the initiative for actions for the integration of migrants came from libraries, they were implemented more effectively if local authorities supported them or at least remained neutral. In interviews with librarians, it was clearly stated that the ideal situation is one in which mayors, understanding the complexity of integration activities, support them with their authority and create partnerships connecting public institutions, non-governmental organizations, and representatives of various migrant groups so that they have a more systemic and lasting character. Such an approach, apart from a dozen or so largest cities in Poland, is still rare. Despite the conditions described above, there are examples of the involvement of local authorities and libraries in activities for the benefit of foreigners. The most common was the assistance provided to refugees from Ukraine in the first months after the Russian aggression in February 2022.

In cities close to the Ukrainian border, such as the small town of Hrubieszów (nearly 16,000 inhabitants), local authorities organized temporary shelter for thousands of refugees, largely relying on the help of volunteers, including librarians (the atmosphere of those days is

illustrated by a film made by FRIS¹¹³). In the Hrubieszów library, a place was created for Ukrainian children, providing them with care. In the Wieliczka commune, local authorities, in cooperation with a Catholic religious order and with the support of the Pax Tecum non-governmental organization and the mayors of partner cities (Bergkamen in Germany and Sant Andre in France), created a Help Center for Ukraine, where over 260 people found shelter. In Radom, the Ukraine Help Point was established, which initially operated 7 days a week, serving an average of 50 Ukrainian families a day, offering psychological support, medical care,

assistance in finding housing and employment. Over time, humanitarian aid activities were replaced by activities facilitating - mainly for refugees from Ukraine - improving the quality of life and integration. From more spontaneous, they also acquired institutional features. Spilno Hub was established in Katowice, where intercultural experts who knew the Ukrainian language were employed. The support covered children and youth and became more individualized. Similarly in Suwałki, where the Information and Assistance Center for Foreigners was established, offering help in finding employment, using social assistance services, or psychological support, all this in four languages: Polish, Ukrainian, Russian and English. In Gdynia, Spilno (meaning "together" in Ukrainian) was created, a place whose idea is to prepare refugees for independence. Here, too, the help is tailored to the needs of specific people who are offered individual integration programs¹¹⁴. Unlike most other cities of this size, activities integrating migrants have been carried out in Gdynia since 2016, bringing together in an informal group such entities as: the social welfare center, the Education and Social Affairs Departments of the City Hall, the Municipal Public Library, the Laboratory of Social Innovations, the County Labor Office, the Border Guard, non-governmental organizations and schools. In general, the participation of libraries in integration activities at this stage largely depends on whether local authorities make the effort associated with at least informal coordination and inclusion of various partners. Although there are also libraries that, as the only institutions, decide to support adults (e.g. Polish language lessons) and children and youth (help with adaptation in Polish schools, facilitating access to online classes offered by the Ukrainian authorities, integration games).

The suburban Warsaw communes of Lesznowola and Raszyn have a unique experience in integrating migrants. Due to the wholesale stores and shopping centers located nearby, mainly run by people from Asia, a large group of people from Vietnam, China, India, Turkey, and recently also Georgia, Ukraine, or Belarus (in total, nearly 60 countries are represented) live in these communes. What is specific is not only the predominance of people from Asia, the percentage of these people in the entire population (officially several percent), but also the fact that some of these groups (Vietnamese, Chinese, Hindus) have been living in Poland for a long time. This means that the communes of Lesznowola and Raszyn can be treated as a kind of laboratory of integration experiences, which can be used by other local government units. Various types of integration activities have been carried out there for a long time in the form of

¹¹³ Fundacja Rozwoju Społeczeństwa Informacyjnego [2022]. *Djakuju* – film o wolontariuszach i wolontariuszkach z Hrubieszowa pomagających uchodźcom z Ukrainy. Available at: <https://frsi.org.pl/djakuju-film-o-wolontariuszach-i-wolontariuszkach-z-hrubieszowa-pomagajacych-uchodzcom-z-ukrainy/> (accessed 23 September, 2024).

¹¹⁴ Kozłowski, P. (2023). *Odwaga i siła uchodźców*. Available at: <https://www.gdynia.pl/mieszkaniec/spoleczenstwo.7580/odwaga-i-sila-uchodzcow.574519> (accessed 23 September, 2024).



picnics, festivals, e.g. the Vietnamese carnival, presentations of other cultures, and educational activities. As a result, a large part of migrants participate in public life and identify with this place. Libraries play an important role there, which have collections in various languages (although, as interviews show, most migrants prefer to use collections in Polish), offer their space for meetings, including those organized by leaders of migrant communities.

Regarding cooperation with local government or performing commissioned tasks, the library community would appreciate the introduction of clear procedures regarding work with people with migration and refugee experience, as well as specific information and guidelines on which groups are present in the commune and what their needs are, at least those resulting from the legal, professional, and material situation of foreigners settling in the commune, city, or county. The need for a national migration policy and resulting laws and regulations applicable at the local level is a topic that librarians think less about. Local development strategies often include provisions on supporting marginalized groups or those in difficult life situations; migrants or refugees are not always specified, but according to librarians, the crux of the matter lies in treating these documents only as declarations, which are not followed by concrete actions that are necessary today.



Library Bridges: Promoting the integration and inclusion of third country nationals in Europe through libraries and local partnerships

Rapporto dalla desk research

Benchmark delle pratiche innovative in ITALIA



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Sara ricopre attualmente il ruolo di Data Analyst e Impact Evaluation Analyst per progetti sociali ed educativi svolti in Italia e all'estero. La sua esperienza comprende l'elaborazione di proposte progettuali per enti locali e organizzazioni private, coordinamento di servizi per l'inclusione sociale dei migranti, progetti di ricerca per organizzazioni non profit, il monitoraggio di visite sul campo in India (Coimbatore), Libano (Beirut) e Tanzania (Iringa). La sua ricerca più recente è focalizzata sulla costruzione della teoria del cambiamento per un progetto educativo a San Paolo. Tiene un master in Analisi e valutazione dell'impatto sociale, conseguito presso l'Università di Napoli "Federico II".

La metodologia

La desk research raccoglie le buone pratiche di inclusione per i TCN promosse da alcune biblioteche italiane: lo scopo della ricerca è offrire esempi positivi da replicare in altri territori e promuovere percorsi di collaborazione e co-costruzione tra le biblioteche e gli attori locali. All'interno di un contesto nazionale molto diversificato, la ricerca segue criteri di catalogazione che possano fornire una panoramica esaustiva delle iniziative che promuovono: (1) discorso positivo sulle migrazioni e strutturazione delle politiche pubbliche; (2) accesso ai diritti; (3) partecipazione politica e civica dei TCN.

Sono state analizzate le iniziative realizzate dalle biblioteche di pubblica lettura in un arco temporale relativamente recente, privilegiando la diversificazione territoriale e la pluralità delle esperienze. Le iniziative selezionate si caratterizzano, inoltre, per il partenariato con gli enti locali e il coinvolgimento attivo delle biblioteche nella realizzazione del progetto. Infine, si è cercato di mettere in evidenza le iniziative che hanno prodotto toolkit/materiali utili per la consultazione e divulgazione.

Sulla base dei suddetti criteri sono state raccolte 39 iniziative realizzate dal 2016 ad oggi da 30 attori locali (LRG e/o biblioteche e/o associazioni) e dislocate su 13 regioni, cui 6 al nord (Trentino Alto-Adige, Friuli Venezia Giulia, Valle d'Aosta, Lombardia, Piemonte ed Emilia Romagna), 2 al centro (Lazio e Toscana), 5 al sud (Campania, Basilicata, Puglia, Calabria e Sicilia).

L'analisi è stata integrata con le risposte ricevute dall'"Invito a contribuire" rivolto alle biblioteche, che ha permesso di estrapolare alcune informazioni rispetto alle abitudini di consumo culturali e digitali dei TCN, le loro esigenze rispetto ai servizi e gli ostacoli che impediscono il loro accesso alle biblioteche.



I. Contesto nazionale generale

a) Contesto geografico e profilo demografico del Paese

L'Italia ha una storia di immigrazione limitata se paragonata alla sua lunga storia di emigrazione: quest'ultima, infatti, è iniziata con l'Unità d'Italia (1861) e ha portato oltre 26 milioni di persone a lasciare il Paese nel periodo 1861-1976, principalmente verso altri Paesi europei e verso il Nord e Sud America. Motivi economici hanno spinto ad emigrare soprattutto dal sud del Paese, con un trend che è continuato quasi fino al 1980, anche se a un ritmo più lento. Il Paese è diventato meta di immigrazione a partire dagli anni 1960-1970, in particolare dai paesi africani ex colonie italiane (Etiopia, Eritrea e Somalia¹¹⁵) e dall'Europa orientale. Tuttavia, è solo negli anni '80 e dopo la caduta del muro di Berlino e le prime instabilità politiche nei paesi limitrofi, come la crisi politica in Albania del 1992, che l'Italia comincia ad adottare le prime leggi volte a regolamentare i flussi migratori¹¹⁶. L'ultimo movimento migratorio internazionale, la cosiddetta "Primavera araba" del 2011, ha cambiato il "volto" dell'immigrazione italiana, come è accaduto anche nel resto d'Europa: mentre le motivazioni principali dei precedenti spostamenti erano la ricerca di lavoro e migliori condizioni economiche, il nuovo flusso era composto prevalentemente da migranti forzati che lasciavano il loro Paese d'origine per motivi di sicurezza.

Come nel resto d'Europa, ad oggi la migrazione verso l'Italia avviene attraverso due principali rotte migratorie: quella del Mediterraneo centrale e quella dei Balcani occidentali. Sulla rotta via mare, tra il 2019 e il 2023 il numero di sbarchi sulle coste del Sud Italia è aumentato di quasi 7 volte, passando da circa 23.000 a circa 160.000 persone e con un aumento quasi proporzionale del numero di minori stranieri non accompagnati (da circa 3.500 a oltre 17.000). Su questa rotta, i Paesi di origine del 2023 confermano i dati degli anni precedenti, seppur con qualche variazione nelle percentuali: tra le prime 5 nazionalità ci sono ancora Guinea, Tunisia, Costa d'Avorio, Bangladesh ed Egitto. I transiti attraverso la rotta balcanica sono monitorati dall'Agenzia UE Frontex, secondo cui nel 2022 gli arrivi alle frontiere esterne dell'UE sono stati circa 300.000, con un incremento del 64% rispetto all'anno precedente. In Italia, e in particolare nella città di Trieste che è area di transito per chi è diretto verso altri Paesi europei, le persone assistite dopo aver percorso migliaia di chilometri a piedi sono state, nei primi 9 mesi del 2023, oltre 12.000 provenienti per lo più da Afghanistan, Pakistan e Kurdistan iracheno. Di queste, circa il 20% erano minori stranieri non accompagnati. I dati ISTAT¹¹⁷ mostrano che, all'inizio del 2023, i cittadini extracomunitari regolarmente presenti nel Paese erano 3.727.706: le nazionalità più diffuse sono Ucraina, Marocco, Albania e Cina, che rappresentano il 40% dei cittadini extracomunitari con regolare permesso di soggiorno nel Paese. Seguono nella classifica India, Bangladesh, Egitto, Filippine, Pakistan, Moldavia, Sri

¹¹⁵ <https://www.internazionale.it/bloc-notes/annalisa-camilli/2018/10/10/storia-immigrazione-italia>

¹¹⁶ Del Boca D., Venturini A. (2003). Italian Migration, IZA Discussion Paper No. 938

¹¹⁷ <https://www.istat.it/it/files//2023/10/REPORT-CITTADINI-NON-COMUNITARI-2023.pdf>

Lanka, Senegal, Nigeria, Tunisia e Peru. I cittadini extracomunitari sono concentrati soprattutto nel Nord e nel Centro del Paese. La sola Lombardia ospita il 25,9% degli stranieri con permesso di soggiorno, davanti a Lazio (11,3%), Emilia Romagna (11,1%) e Toscana (8,4 per cento). Secondo i dati del Ministero dell'Interno, un andamento analogo si riscontra per il numero di migranti e rifugiati ospitati nel sistema di accoglienza, con Lombardia ed Emilia Romagna seguite da Piemonte, Lazio e Campania¹¹⁸. Al Sud, a parte la Sicilia, la presenza extracomunitaria è decisamente più limitata. Al 1° gennaio 2023, in Italia risiedevano circa 350.000 cittadini extracomunitari con permesso di soggiorno per motivi di asilo e altre forme di protezione, una cifra pari allo 0,6% dell'intera popolazione. L'Africa si conferma il principale continente di provenienza di quanti chiedono protezione nel Paese (44% del totale), immediatamente seguita dall'Asia (41%). Nel 2022, infatti, Pakistan, Bangladesh, Nigeria, Tunisia e Afghanistan sono, nell'ordine, i Paesi di origine con il più alto numero di richieste di asilo esaminate.

b) Contesto istituzionale, politico e legislativo in materia di migrazione

Da settembre 2022 il Paese è governato dalla coalizione di destra formata dai partiti politici Fratelli D'Italia, Lega e Forza Italia, con Giorgia Meloni di Fratelli D'Italia nominata Presidente del Consiglio. Dal suo insediamento, il Governo ha rafforzato le misure già attuate dai governi precedenti, in particolare con Matteo Salvini come Ministro dell'Interno, come la detenzione e il rimpatrio, volte a limitare i diritti dei migranti in tema di soggiorno e richiesta di protezione internazionale. Il Governo ha inoltre rafforzato gli accordi esistenti con i Paesi di provenienza extra UE, come la Tunisia, e promosso nuovi accordi con i Paesi limitrofi, come l'Albania, per gestire i flussi migratori.

L'Italia ha firmato la Convenzione di Ginevra sui rifugiati del 1951 nel 1954 e la Convenzione europea dei diritti dell'uomo (CEDU) nel 1955. Nel 1989 il Paese ha ratificato la Convenzione internazionale di Amburgo sulla ricerca e il salvataggio marittimo (SAR), finalizzata a salvare le persone che si trovino in difficoltà o in pericolo in mare. In accordo al Sistema di Asilo dell'UE, nel 2014 e nel 2015 il Paese ha ratificato le Direttive UE "Qualifiche"¹¹⁹, "Procedure"¹²⁰ e "Accoglienza"¹²¹, che forniscono agli Stati Membri linee guida e standard relativi all'attribuzione della qualifica di beneficiario di protezione internazionale, alle procedure per il riconoscimento e la revoca della protezione internazionale e alle norme per l'accoglienza dei richiedenti asilo. Nonostante la ratifica delle leggi internazionali, negli ultimi anni le decisioni legislative nazionali sono state orientate a limitare i diritti umani dei migranti e/o a penalizzare le ONG impegnate nella loro protezione.

¹¹⁸http://www.libertacivilimmigrazione.dlci.interno.gov.it/sites/default/files/allegati/cruscotto_statistico_giornaliero_31-12-2023.pdf

¹¹⁹ Direttiva 2011/95/UE del Parlamento Europeo e del Consiglio del 13 dicembre 2011, attuata con Decreto Legislativo n. 18 del 21 febbraio 2014. Il Decreto pone le basi per il Piano Nazionale d'Integrazione dei titolari di Protezione Internazionale, introdotto nel 2017 (<https://www.interno.gov.it/sites/default/files/piano-nazionale-integrazione.pdf>)

¹²⁰ Direttiva 2013/32/UE del Parlamento Europeo e del Consiglio del 26 giugno 2013, attuata con Decreto Legislativo n. 142 del 18 agosto 2015

¹²¹ Direttiva 2013/33/UE del Parlamento Europeo e del Consiglio del 26 giugno 2013, attuata con Decreto Legislativo n. 142 del 18 agosto 2015

Dal 2017, infatti, è stata implementata una serie di misure punitive tra cui blocchi navali, sanzioni amministrative e penali nei confronti delle ONG che svolgono operazioni di ricerca e soccorso (SAR) in mare. Nel 2020 sulla rotta balcanica l'applicazione del regolamento di Dublino, che spesso comporta respingimenti con trattamenti violenti dalla Slovenia alla Croazia (entrambe nell'UE) e dalla Croazia alla Bosnia (fuori dall'UE), è stata utilizzata per respingere i migranti dall'Italia alla Slovenia¹²². L'accordo siglato con la Libia nel 2017 per supportare la Guardia costiera libica nell'intercettazione e nel rimpatrio dei migranti che spesso fuggono dai trattamenti inumani e degradanti all'interno e all'esterno dei "centri di accoglienza" libici è stato rinnovato nel 2022 per altri 5 anni.

Nei primi mesi del 2024 il Senato ha approvato un accordo tra Italia e Albania che prevede la realizzazione di due strutture in territorio albanese per ospitare migranti secondo il modello del CPR (Centro di permanenza e e rimpatrio) italiano, gettando così le basi per la violazione del principio di non respingimento e l'attuazione di pratiche di detenzione illegittime. Sul versante Accoglienza e Integrazione, nel 2018 il Decreto Legislativo 113 ha limitato il diritto d'asilo con l'abolizione della "Protezione Umanitaria", strumento utilizzato in passato quando il riconoscimento della protezione internazionale non era applicabile ma il richiedente asilo non era in grado di tornare nel Paese di origine per gravi motivi personali come motivi di salute, o per calamità naturali e/o conflitti locali. L'abolizione della "Protezione Umanitaria" ha comportato la revoca, da un giorno all'altro, del permesso di soggiorno regolare e dei diritti a questo associati, con enormi implicazioni sulla sicurezza dovute all'irregolarità della loro presenza sul territorio nazionale. Nel 2020 il Decreto Legislativo n. 130 ha introdotto lo strumento della "Protezione Speciale" in sostituzione della "Protezione Umanitaria", anche se la sua applicazione è stata limitata a casi specifici, e il più recente Decreto Legislativo n. 1 del 2023 ha ulteriormente limitato lo strumento, rendendone problematica l'applicazione.

Di conseguenza, il sistema SAI, nato originariamente per proteggere richiedenti asilo e rifugiati (SPRAR), è stato trasformato prima nel 2018 per proteggere solo titolari di protezione internazionale e minori stranieri non accompagnati (SIPROIMI) e poi in SAI nel 2020. Tuttavia, ad oggi e dall'emanazione del Decreto Legislativo n. 20 del 2023 ("Decreto Cutro"), il sistema può ospitare solo titolari di protezione internazionale e di protezione speciale, migranti che hanno compiuto 18 anni e si trovano in un percorso amministrativo regolare (per lavoro o istruzione), casi speciali come titolari di protezione umanitaria in regime transitorio, titolari di protezione sociale, vittime di violenza domestica, vittime di sfruttamento lavorativo, vittime di calamità, migranti a cui è stato riconosciuto un particolare valore civile, titolari di permesso di soggiorno per cure mediche, cittadini afghani e ucraini. A meno che non si trovino in una delle condizioni previste dal "Decreto Cutro", i richiedenti asilo sono attualmente esclusi dal sistema SAI.

Per quanto riguarda i diritti culturali, nell'agosto del 2024 il dibattito politico si è concentrato nuovamente sullo "Ius Scholae", espressione utilizzata per una proposta di legge sulla cittadinanza già discussa in passato ma mai approvata. La proposta prevede l'acquisizione della cittadinanza italiana, che al momento è possibile solo dopo 10 anni di residenza regolare sul territorio italiano, per i bambini e le bambine nati/e in Italia o arrivati/e nel Paese prima dei

¹²² Nel 2020 una decisione del Governo ha fatto appello agli accordi di riammissione dall'Italia alla Slovenia, accordi che sollevano dubbi di legittimità giuridica (Schiavone, 2020).

12 anni di età e che hanno frequentato almeno 5 anni di studio, con superamento di tutto il ciclo scolastico in caso di scuola primaria¹²³.

c) Ecosistema degli stakeholder coinvolti a livello nazionale

In Italia la gestione della prima accoglienza è di competenza del Ministero dell'Interno e delle sue articolazioni territoriali, le Prefetture, che collaborano con le organizzazioni del terzo settore: per chi arriva via mare la prima accoglienza avviene presso gli Hotspot, strutture dedicate all'assistenza immediata e all'identificazione. Dagli Hotspot, le persone aventi diritto a presentare domanda di asilo vengono trasferiti nelle strutture di prima accoglienza (CPA - Centri di Prima Accoglienza e CAS - Centri di Accoglienza Straordinaria)¹²⁴. I rifugiati sono ospitati nella seconda accoglienza (SAI, anche detta sistema di "accoglienza integrata"), che è costituita dalla rete dei Comuni dell'Associazione Nazionale dei Comuni Italiani - ANCI¹²⁵.

Le politiche di integrazione sono condivise, a livello nazionale, tra il Ministero dell'Interno, che ha istituito il sistema SAI nel 2002 ed è responsabile della tutela dei diritti civili, e il Ministero del Lavoro e delle Politiche Sociali, che è responsabile di questioni più pratiche come l'inserimento lavorativo, l'istruzione e le strategie di inclusione sociale. Per l'amministrazione decentrata che caratterizza il Paese, con le Regioni che hanno un ruolo guida nell'attuazione delle leggi a livello locale, l'applicazione delle politiche di inclusione può variare da una Regione all'altra, determinando quindi anche differenze tra le Regioni del Nord e quelle del Sud.

A livello locale, i comuni sono responsabili della definizione di misure concrete di inclusione all'interno dello specifico quadro regionale e in collaborazione con i servizi pubblici locali e il supporto delle organizzazioni della società civile. A titolo di esempio il sistema SAI, concepito per costruire percorsi individuali per l'inclusione socio-economica di un numero limitato di persone nel territorio locale, è gestito da associazioni locali i cui team multidisciplinari offrono supporto nell'orientamento ai servizi sociali, lavorativi e abitativi e all'assistenza psicologica e sanitaria. Nel farlo, gli operatori e le operatrici del Sistema di accoglienza costruiscono solide reti con i servizi pubblici locali (ospedali, scuole, agenzie di reclutamento) e con il settore privato (industrie, professionisti) e operano per promuovere un atteggiamento accogliente nei confronti delle persone migranti all'interno delle comunità locali. In ambito culturale, la competenza nazionale è all'interno del Ministero della Cultura che ha [13 Direzioni Generali e 17 sedi regionali](#)¹²⁶. Due delle 13 Direzioni Generali sono specificamente dedicate alle biblioteche, inclusa la digitalizzazione del patrimonio culturale.

¹²³ <https://www.savethechildren.it/blog-notizie/ius-scholae-cosa-prevede-perche-opportunita-di-uguaglianza>

¹²⁴ A metà ottobre del 2023 circa il 75% dei richiedenti asilo, rifugiati e migranti accolti nel circuito dell'accoglienza era ospitato nei CAS.

¹²⁵ Ad agosto 2023 i Comuni coinvolti nella rete SAI erano circa 690, per un totale di circa 925 progetti realizzati su tutto il territorio nazionale, dai Comuni stessi o più frequentemente dalle associazioni della società civile incaricate della gestione delle strutture.

¹²⁶ Il Ministero per i beni e le attività culturali non ha competenza, nelle Regioni autonome Trentino Alto Adige, Valle D'Aosta e Sicilia, fatta eccezione per i beni archivistici.

II. Contesto territoriale della migrazione

d) Funzionamento istituzionale e amministrativo degli enti locali

La Costituzione Italiana suddivide le autorità in Comuni, Province/Città metropolitane, Regioni e Stato Centrale. I Comuni sono le autorità pubbliche locali con l'ambito geografico di riferimento più ristretto e più vicino al cittadino. Province e Città metropolitane rappresentano un ente intermedio tra Comune e Regione, raggruppando più comuni nel caso della Provincia o sostituendo l'ambito territoriale delle precedenti Province nel caso delle Città metropolitane, che sono 14 sul territorio nazionale. Tutti gli enti hanno una propria autonomia sia nei confronti dello Stato centrale che nei confronti di altre istituzioni territoriali e hanno uno statuto, poteri e funzioni proprie. Tuttavia, solo le Regioni possono emanare regolamenti (Leggi regionali) in materie che non sono espressamente attribuite dalla Costituzione alla legislazione statale o in concorrenza con la legislazione statale, rispettando tuttavia quest'ultima.

A livello statale ci sono Dipartimenti specifici coinvolti nell'integrazione dei cittadini di paesi terzi, in particolare il Dipartimento per le libertà civili e l'immigrazione presso il Ministero dell'Interno e la Direzione generale per le politiche dell'immigrazione e dell'integrazione presso il Ministero del lavoro. Di recente è stato istituito anche un Comitato di coordinamento nazionale per l'attuazione del nuovo Patto europeo sulle migrazioni e l'asilo: il Comitato è composto da rappresentanti del Ministero dell'Interno, del Ministero della Giustizia, del Ministero dell'Economia e delle Finanze, del Ministero del Lavoro e delle Politiche Sociali, del Ministero dell'Istruzione e del Ministero della Salute. Il Ministero dell'Interno organizza anche il Tavolo di coordinamento nazionale su asilo e immigrazione che coinvolge le Regioni, l'ANCI, l'UNHCR e il Tavolo Asilo, composto dalle ONG coinvolte nella rete della protezione internazionale e che lavorano sui diritti dei migranti. A livello regionale, la maggior parte delle Regioni ha organi consultivi per coordinare gli attori dell'inclusione e lo stesso vale a livello provinciale, con i Consigli territoriali per l'immigrazione istituiti nell'ambito del mandato delle Prefetture. Negli enti locali, le politiche e le strategie di inclusione sono normalmente gestite dai Servizi sociali.

Il quadro legislativo delle biblioteche in Italia è diviso in due grandi aree: le biblioteche "statali", "pubbliche statali" o "governative" appartengono alla Direzione generale per le biblioteche e gli istituti culturali del Ministero per i beni e le attività culturali. Le biblioteche statali raccolgono il patrimonio delle antiche tradizioni culturali e storiche del Paese e hanno come scopo la conservazione e la tutela. Diversamente, le biblioteche pubbliche degli enti locali, definite anche biblioteche di pubblica lettura, sono caratterizzate da un profondo legame di servizio con le comunità e rivolgono la loro azione non tanto alla conservazione quanto alla promozione del patrimonio informativo adeguato alle esigenze generali dei cittadini. Le biblioteche pubbliche degli enti locali, in base alla loro appartenenza, si distinguono in: Biblioteche comunali; Biblioteche provinciali (principalmente localizzate nell'Italia centro-meridionale, ma anche due a Bolzano: italiana e tedesca); Biblioteche regionali (principalmente quelle nelle regioni a statuto speciale: Aosta, Palermo (già biblioteca nazionale) e Catania e Messina (già biblioteca universitaria), Cagliari e Sassari. Gli enti locali a cui

aderiscono la maggior parte delle biblioteche pubbliche italiane sono, per la maggior parte, i Comuni. La diffusione delle tecnologie informatiche ha favorito la cooperazione attraverso la costituzione di consorzi e reti inter-istituzionali finalizzati all'informazione della comunità.

e) Funzionamento istituzionale e amministrativo delle biblioteche

All'interno della categoria "statali", "pubbliche statali" o "governative" vi sono 46 biblioteche con dimensioni e importanza diversa; al vertice sono poste le due biblioteche nazionali centrali di Roma e Firenze. I servizi offerti dalla biblioteca pubblica sono forniti sulla base dell'uguaglianza di accesso per tutti, senza distinzione di razza, sesso, religione, nazionalità, lingua o condizione sociale. Gli elementi fondamentali sono la generalità, poiché il suo patrimonio deve coprire tutti gli ambiti di interesse e non deve essere specialistico, la gratuità nei servizi fondamentali e la contemporaneità del patrimonio librario per soddisfare le esigenze di apprendimento continuo.

I dati pubblicati a luglio 2024 da ISTAT¹²⁷ mostrano che nel 2022 sono presenti 8.131 biblioteche, di cui il 77% di pubblica lettura. La maggiore quota di biblioteche di pubblica lettura è localizzata al Nord (60,2%), seguono il Mezzogiorno (27,2%) e il Centro (12,6%). Le prime cinque Regioni per numero di strutture presenti sul territorio sono: Lombardia, Piemonte, Veneto, Emilia-Romagna e Sardegna. Le biblioteche mettono a disposizione dell'utenza in media 29 posti per la consultazione e la lettura dei testi, oltre a spazi dedicati a incontri e attività culturali (69,5% delle biblioteche) e spazi specificamente attrezzati per i bambini.

Nel 2022 le biblioteche di pubblica lettura presentano, in media, cinque addetti tra personale interno e di ditte esterne, collaboratori, volontari e operatori del servizio civile. Il personale del 60,8% delle biblioteche censite ha frequentato almeno un corso di formazione o di aggiornamento professionale tra il 2019 e il 2022, in presenza o in modalità online. Tra queste biblioteche, quasi la totalità (89,0%) si è attivata affinché i propri dipendenti potessero seguire corsi specialistici volti allo sviluppo di competenze utili alla gestione della biblioteca, e circa la metà (il 55,9%) si è concentrata in particolare su corsi orientati alla crescita delle abilità digitali e di gestione dei social media. Un terzo delle biblioteche (33,3%) ha puntato sullo sviluppo delle abilità personali trasversali (capacità comunicative, relazionali e di gestione dei conflitti). Nel 13,3% delle biblioteche il personale impiegato ha seguito corsi di carattere più tecnico e gestionale, inerenti le misure di sicurezza, l'anticorruzione, la tutela della privacy e la sicurezza informatica, mentre solo il 6,6% ha promosso la formazione dei dipendenti sul tema specifico della "promozione alla lettura".

Le biblioteche che hanno realizzato iniziative per promuovere l'inclusione di particolari categorie di utenti sono una quota residuale, che tuttavia cresce al crescere della dimensione demografica dei Comuni. Tra le iniziative proposte dalle biblioteche, la promozione della lettura e gli incontri con gli autori e i laboratori per i bambini fino ai 13 anni sono quelle più diffuse. Le biblioteche che hanno coinvolto cittadini immigrati in progetti di inclusione sono il 14,8% a livello nazionale, e rappresentano il 30,7% delle biblioteche delle città metropolitane e soltanto

¹²⁷ https://www.istat.it/wp-content/uploads/2024/07/Focus_Biblioteche_pubblica_lettura-1.pdf

il 7,7% di quelle dei Comuni fino a 2mila abitanti. Le Regioni in cui le biblioteche sono più attive su questo fronte sono l'Umbria (24,0%), la Puglia (22,7%) e il Lazio (20,7%). Occorre specificare che nella ricerca sulle buone pratiche, che viene illustrata nel capitolo successivo, non è stato trovato un riscontro rispetto alle iniziative realizzate in Umbria. Sebbene risulti avviato dalle biblioteche comunali di Perugia il progetto "Scaffale multiculturale" nei primi anni 2000, insieme a una raccolta della sitografia di interesse per i mediatori interculturali, i riferimenti a tale iniziativa non sono più fruibili¹²⁸. Pertanto, è possibile ritenere che tali progetti siano stati avviati negli anni passati e non abbiano trovato continuità.

I dati e la letteratura a disposizione evidenziano servizi disomogenei e un debole radicamento nel territorio. La biblioteca pubblica dovrebbe superare l'immagine di istituto elitario e intercettare la complessità e la fluidità della realtà sociale. A questo scopo è importante che la biblioteca sia accogliente e favorisca la costruzione di reti di relazioni tra cittadini, associazioni e istituzioni. La sfida è individuare delle strategie che favoriscano la rimozione di ostacoli alla fruizione dei servizi (barriere architettoniche, orari, espletamento delle procedure), ma si configura anche l'opportunità della biblioteca pubblica di essere il nodo centrale di una rete con altre istituzioni culturali e di rendere efficienti le risorse e i mezzi informativi diffusi presso le amministrazioni locali.

III. Buone pratiche: le biblioteche come spazi di inclusione per i TCN

La raccolta di buone pratiche diffuse tra le biblioteche in Italia è stata realizzata tenendo conto di diversi criteri che consentono, all'interno di un contesto nazionale ampio e variegato, di ottimizzare l'analisi e fornire una panoramica delle diverse iniziative.

Come primo criterio, si è scelto di circoscrivere la raccolta di buone pratiche alle sole biblioteche di pubblica lettura. Come secondo criterio, è stata considerata la diversificazione territoriale. Sono state selezionate le iniziative realizzate dal 2016 ad oggi e/o con web link funzionanti e fruibili. Sul piano delle attività, si è scelto di valorizzare la pluralità delle esperienze cercando di limitare quelle simili. Le iniziative selezionate si caratterizzano per il partenariato con gli enti locali e il coinvolgimento attivo delle biblioteche nella realizzazione del progetto. A questo scopo, non sono state selezionate le iniziative in cui il ruolo della biblioteca era limitato solo ad ospitare le attività. Infine, sono state preferite le iniziative che hanno prodotto toolkit/materiali utili per la consultazione e divulgazione.

Sulla base dei suddetti criteri sono state raccolte 39 iniziative realizzate da 30 attori locali (LRG e/o biblioteche e/o associazioni) e dislocate su 13 regioni, cui 6 al nord (Trentino Alto-Adige, Friuli Venezia Giulia, Valle d'Aosta, Lombardia, Piemonte ed Emilia Romagna), 2 al centro (Lazio e Toscana), 5 al sud (Campania, Basilicata, Puglia, Calabria e Sicilia).

La seguente analisi sulle buone pratiche selezionate segue la proposta di categorizzazione suggerita nella metodologia (Tema 1: Discorso positivo sulle migrazioni e strutturazione delle politiche pubbliche; Tema 2: Accesso ai diritti; Tema 3: Partecipazione politica e civica); all'interno di ogni categoria sono stati elaborati diversi raggruppamenti per valorizzare le iniziative simili per attività o obiettivi.

¹²⁸ <https://www.aib.it/aib/commiss/mc/carcla01.htm#sistema>

f) Discorso positivo sulle migrazioni e strutturazione delle politiche pubbliche

Le iniziative realizzate dalle biblioteche si distinguono per l'obiettivo di favorire l'integrazione di culture diverse, mettendo a disposizione degli utenti spazi, materiali e servizi che creino occasioni di aggregazione e incontro. Nello specifico, si possono circoscrivere tre finalità di intervento.

i. Sensibilizzazione e promozione del dialogo interculturale

Le biblioteche si dimostrano propense ad organizzare e a mettere a disposizione i propri locali per l'organizzazione di eventi di sensibilizzazione e di confronto sulle tematiche migratorie. Ad esempio, vengono organizzate mostre, circoli di lettura sulle tematiche della diversità culturale e del colonialismo e laboratori per l'approfondimento delle rotte migratorie. La mostra virtuale dal titolo "*LEGGERE LA MIGRAZIONE: STORIE, PARADIGMI, ASPETTI SOCIALI*" fruibile fino a dicembre 2024 approfondisce il fenomeno migratorio attraverso un percorso di immagini tratte dai libri presenti nelle biblioteche dell'Università del Piemonte Orientale e nella biblioteca civica "Carlo Negrone" di Novara. La mostra è accessibile gratuitamente al [link](#). Sempre fino alla fine del 2024, le biblioteche civiche torinesi organizzano i gruppi di lettura "La Città di Eufemia" in cui viene stimolata la riflessione sulla diversità culturale e il colonialismo.¹²⁹

Spesso le iniziative vengono organizzate annualmente il 20 giugno, in occasione della Giornata Mondiale del Rifugiato. In tali occasioni vengono diffuse delle bibliografie e delle filmografie per l'utenza interessata ad approfondire le biografie dei migranti. Di recente pubblicazione (giugno 2024) è la selezione di libri e film pubblicata dalla biblioteca di Castenaso, in Emilia Romagna.¹³⁰ Gli eventi possono anche prevedere incontri con giornalisti ed esperti del settore. In questo contesto, si segnala l'iniziativa "*Oltre le frontiere*" realizzata da MEDU e dal Servizio Intercultura di Biblioteche di Roma che mette a disposizione la mappa web interattiva *ESODI*¹³¹ realizzata sulla base delle testimonianze di oltre 2.600 migranti dell'Africa Subsahariana e mirata a raccontare i motivi della fuga, le rotte e le speranze.

Le biblioteche sono luoghi di incontro e di valorizzazione della propria cultura. Il progetto "*ULP! Una Lingua in Più in biblioteca*"¹³² è un progetto che ha l'obiettivo di far conoscere meglio i servizi delle Biblioteche comunali fiorentine e offrire la possibilità di leggere e prendere in prestito libri in lingue diverse dall'italiano. Il progetto promuove il plurilinguismo e tutte le occasioni di praticare la propria lingua madre attraverso il gioco e la lettura ad alta voce.

Inoltre, le pagine web delle biblioteche prese in esame dedicano sezioni specializzate che permettono di avere un riepilogo immediato dei libri/materiali sulle dinamiche e i flussi migratori, la storia delle migrazioni, il diritto, le politiche sociali, l'accoglienza, l'integrazione, l'educazione e l'insegnamento interculturale, gli aspetti culturali e antropologici, la condizione femminile, le nuove generazioni, la discriminazione e il razzismo. A questo riguardo, si veda la

¹²⁹ <https://bct.comune.torino.it/gruppo-di-lettura-la-citta-di-eufemia>

¹³⁰ <https://www.comune.castenaso.bo.it/it-it/novita/avvisi/2024/sociale-e-famiglia/giornata-mondiale-del-rifugiato-una-selezione-di-libri-e-film-curata-dalla-biblioteca-320655-1-dbbfff855489fb6975e4cha0f0fe58e2>

¹³¹ <https://esodi.mediciperidirittiumani.org/>

¹³² <https://cultura.comune.fi.it/dalle-redazioni/ulp-una-lingua-piu-biblioteca-1#:~:text=numero%20055%20432506-,ULP!,in%20in%20diverse%20dall%27italiano>

sezione¹³³ bibliografica presente sul sito della biblioteca Casa di Khaoula di Bologna in Emilia Romagna e quella¹³⁴ presente sul sito del sistema bibliotecario valdostano.

ii. **Potenziamento dell'offerta dei libri in consultazione**

È diffusa la realizzazione di scaffali interculturali, attraverso cui le biblioteche si dotano di titoli in lingua straniera, bilingue o multilingue. Si distingue il progetto *Mamma Lingua*¹³⁵ che ha redatto una bibliografia multilingue per fornire alle biblioteche di pubblica lettura suggerimenti utili per l'acquisto di libri nelle lingue straniere maggiormente parlate nel nostro paese. Il progetto, diffuso sull'intero territorio nazionale, ha l'obiettivo di promuovere la lettura condivisa in famiglia in lingua madre, la narrazione e la diversità linguistica, tramite la diffusione di libri per bambini in età prescolare nelle lingue maggiormente diffuse tra le comunità migranti. La bibliografia segnala 127 libri suddivisi in sette sezioni linguistiche (albanese, arabo, cinese, francese, inglese, rumeno, spagnolo) e una sezione costituita da titoli diventati classici della letteratura illustrata per i più piccoli (*Un ponte di storie: libri che uniscono tutti i bambini*). Solo in Lombardia, la bibliografia è stata stampata in 5300 copie e diffusa presso le biblioteche. In collaborazione con diversi enti, tra cui il Comune di Milano e le biblioteche di Milano e provincia, la bibliografia *Mamma Lingua* è diventata una mostra itinerante, dotata di pannelli espositivi e trolley personalizzati per dare visibilità ai libri nelle diverse lingue disponibili nelle biblioteche. Presso la biblioteca Amadori di Bolzano, in Trentino, il progetto *Mamma Lingua* ha favorito la dotazione di libri in più di 35 lingue¹³⁶.

Per aumentare l'offerta culturale sono nate iniziative come "*Vai all'estero? Portaci un libro!*"¹³⁷ con cui si invitano gli utenti a regalare alla biblioteca un libro che proviene da un Paese estero.

La creazione di scaffali interculturali/circolanti è diffusa tra le biblioteche e utilizzata anche con lo scopo di promuovere la lettura e l'accesso ai servizi bibliotecari da parte della popolazione straniera, come si evidenzia più nel dettaglio nella sezione successiva dedicata all'accesso ai diritti dei TCN.

iii. **Erogazione di servizi e diffusione di iniziative**

Le biblioteche ricoprono un ruolo attivo nello sviluppo di iniziative integrate o nell'estensione dei servizi erogati da enti locali e associazioni. In questo senso, manifestano il loro impegno e la loro responsabilità sociale nella definizione di linee guida e strategie per facilitare l'inclusione dei migranti nel tessuto sociale.

Il Polo regionale di documentazione interculturale Regione Toscana, la Biblioteca comunale Lazzarini e il Comune di Prato portano avanti attività di formazione per studiosi e operatori interculturali e contribuiscono alla diffusione di libri in lingua e di documentazione specializzata sull'immigrazione e sull'interculturalità presso scuole e associazioni.¹³⁸

¹³³ <https://sol.unibo.it/SebinaOpac/query/CC:migra?pb=UBOKA&bib=UBOKA&context=catalogo>

¹³⁴ <https://biblio.regione.vda.it/attivita/interculturala/biblioteca-interculturale/scaffali-interculturali/>

¹³⁵ <https://www.mammalingua.it/il-progetto-mamma-lingua/>

¹³⁶ <https://biblioweb.medialibrary.it/home/index.aspx>

¹³⁷ <https://milano.biblioteche.it/library/zara/bambini-e-ragazzi/vai-all-estero-portaci-un-libro/>

¹³⁸ <https://www.polointerculturale.toscana.it/it/pagina1438.html>

La biblioteca civica di Brunico, dal 2008, eroga servizi di consulenza per i migranti *InPut* della Caritas¹³⁹. Viene facilitato l'accesso alla biblioteca attraverso il contatto personale con la bibliotecaria responsabile, che assume il ruolo di persona di riferimento per conoscere le varie possibilità offerte. Sono organizzate visite guidate rivolte a gruppi di bambini, classi scolastiche e organizzatori di corsi di lingua.

Oltre al lavoro con le associazioni, le biblioteche promuovono le attività che vengono realizzate dai centri di accoglienza locali. Ad esempio, a luglio 2024, il Sindaco del comune di Tricarico (Matera, Basilicata) ha presentato presso la biblioteca San Francesco il progetto SAI alla presenza dei richiedenti asilo e dei rifugiati ospiti della struttura.¹⁴⁰

Particolarmente rilevanti sono anche le iniziative per la formazione di facilitatori linguistici, insegnanti volontari di italiano L2 e operatori dell'accoglienza dei centri SAI (Sistema Accoglienza Integrazione).

La regione Friuli Venezia Giulia e AIB (Associazione Italiana Biblioteche) hanno realizzato tra il 2021 e il 2023 diverse iniziative al riguardo. *"C'era una volta un cuore che partiva"* ha previsto una formazione e momenti laboratoriali con bibliotecari e lettori volontari al fine di analizzare il modo con cui si racconta il percorso migratorio. La biblioteca Villa de Brandis San Giovanni al Natisone, nell'ambito del progetto *"Nessuno escluso. Libri come silenziosi laboratori di accoglienza"* ha promosso corsi di formazione per insegnanti e operatori sull'utilizzo dei *silent books* come strumenti per promuovere l'accoglienza e incentivare la lettura attiva. Nell'ambito di questo partenariato è stato realizzato anche il corso di formazione *"Creare e animare un fondo plurilingue per bambini e ragazzi"* per insegnanti e bibliotecari al fine di approfondire le possibilità del plurilinguismo, la produzione editoriale bilingue per bambini e ragazzi dell'editoria italiana, i materiali in lingua straniera, le attività che si possono costruire intorno alle lingue.

In Toscana, nell'ambito del progetto *Bibliomondo* della "BiblioteCaNova" del Comune di Firenze è stata realizzata l'iniziativa *"ITALKIT. La valigia del facilitatore: percorsi e strumenti linguistici per la vita in Italia"* rivolta ai facilitatori linguistici, ai docenti volontari di italiano L2 (Docenti di italiano per stranieri) e agli operatori dell'accoglienza dei centri SAI del territorio. Il kit contiene carte gioco su diverse tematiche (mestieri, capacità, competenze) e idee di giochi di ruolo. Sul sito dell'iniziativa¹⁴¹ sono presenti materiali scaricabili e stampabili gratuitamente ed è disponibile anche una versione modificabile per adattare i contenuti ai diversi contesti lavorativi o situazioni comunicative.

g) Accesso ai diritti

Nell'ambito dell'accesso ai diritti dei TCN, le attività realizzate dalle biblioteche fanno riferimento soprattutto a due tipologie di intervento: iniziative per migliorare l'accesso ai servizi e alle strutture e scambi linguistici/corsi e workshop finalizzati all'apprendimento della lingua italiana, requisito fondamentale per ottenere un permesso di soggiorno di lunga durata e, successivamente, l'eventuale cittadinanza italiana.

¹³⁹ <https://biblio.bz.it/brunico/Cultura-e-incontro/Komm-in-die-Bibliothek-it-IT>

¹⁴⁰ <https://www.retesai.it/gmdr-2024-tricarico/>

¹⁴¹ https://limolinguaggi.eu/progetto-italkit_materiali-gratuiti-tema-lavoro-e-competenze/

i. Iniziative per migliorare l'accesso ai servizi e alle strutture

In un'ottica di inclusione sociale alcune istituzioni mettono in atto misure ad hoc per offrire maggiori possibilità di accesso alle biblioteche locali da parte del target straniero. E' il caso del comune di Corigliano-Rossano, in Calabria, che all'interno del progetto "*Ancora di parole*"¹⁴² realizzato in partenariato con l'associazione CSC Credito Senza Confini Soc. Coop. Sociale, ha previsto l'ampliamento dei presidi bibliotecari sul territorio, l'estensione degli orari di apertura, l'attivazione di nuovi servizi quali "circoli di lettura" e tandem linguistici e l'allestimento di "scaffali multiculturali" contenenti testi sulla migrazione e libri in lingua straniera.

Con obiettivi simili la Provincia di Bolzano, in Trentino Alto Adige, mettendo a disposizione un fac-simile in lingua tedesca e disponibile in altre 20 lingue straniere¹⁴³, suggerisce alla propria rete di Biblioteche l'opportunità di presentare i propri servizi attraverso la predisposizione di un regolamento nella lingua dell'utenza.

Il progetto "*Babele in biblioteca*"¹⁴⁴ realizzato dal comune di Empoli in Toscana, si pone l'obiettivo di abbattere le barriere linguistiche che impediscono la fruizione dei servizi bibliotecari da parte dell'utenza straniera prevedendo la presenza di personale volontario madrelingua o con competenze linguistiche in inglese, francese, arabo, rumeno, spagnolo, portoghese e tedesco e rendendo gli operatori 'multilingue' identificabili attraverso apposito cartellino.

In Sicilia, il comune di Lampedusa e Linosa ha aderito al progetto "*IBBY Silent Books. Destinazione Lampedusa*"¹⁴⁵ promosso dall'Associazione IBBY Italia e dalle Biblioteche di Roma e finalizzato a selezionare i migliori *silent books* pubblicati in tutto il mondo per costruire una biblioteca per gli ospiti del Centro di Prima Accoglienza di Lampedusa e per i ragazzi e le ragazze che vivono sull'isola, che da decenni è simbolo di luoghi remoti e di frontiera. IBBY organizza anche campi annuali per promuovere la lettura e la formazione di reti internazionali che utilizzano il libro come mezzo di accoglienza. Nell'ambito del progetto è stato realizzato anche un "[Welcome Kit](#)" contenente le prime informazioni essenziali per i minori stranieri non accompagnati che arrivano nel paese.

L'accesso alla lettura per i bambini e i ragazzi rifugiati ucraini è l'obiettivo della Biblioteca di Imola, in Emilia Romagna, che ha arricchito il proprio patrimonio documentale con romanzi e albi illustrati in lingua ucraina acquistati autonomamente o ricevuti in dono dall'associazione Refugees Welcome e dalla Regione Emilia Romagna e mettendoli a disposizione delle famiglie ucraine che risiedono in città.¹⁴⁶

A Milano, la Biblioteca multilingue Librotrotter¹⁴⁷ offre un'ampia collezione di più di 6000 libri di qualità per bambini, la metà dei quali in lingua italiana e l'altra metà in più di 60 lingue diverse, soprattutto le lingue parlate nel quartiere. La Biblioteca organizza, inoltre, letture multilingue per gruppi di bambini.

¹⁴²<https://www.esperienzeconilsud.it/ancoradiparole/scheda-del-progetto/>

¹⁴³https://www.bvoe.at/themen/grenzenlos_lesen/Benutzungsordnung

¹⁴⁴<https://www.comune.empoli.fi.it/Novita/Comunicati/Babele-in-biblioteca-alla-Fucini-il-servizio-di-accoglienza-e-internazionale>

¹⁴⁵<https://www.ibbyitalia.it/progetti/ibby-libri-senza-parole-lampedusa/>

¹⁴⁶<https://www.comune.imola.bo.it/novita/comunicati/2022/10/a-casa-piani-oltre-30-libri-in-lingua-madre-per-i-bambini-ucraini>

¹⁴⁷<https://parcotrotter.org/libro-trotter/>

Sempre con l'obiettivo di potenziare i servizi per consentire l'accesso della popolazione migrante, l'Unione Montana dei Comuni del Mugello, in Toscana, ha previsto la selezione di volontari in Servizio Civile Nazionale all'interno delle 9 biblioteche comunali della rete. Tra i compiti dei volontari, la predisposizione di materiali e risorse specifiche come gli scaffali multiculturali, l'organizzazione di "gite" finalizzate a conoscere il territorio in termini culturali e di servizi locali, l'erogazione di corsi brevi di geografia, l'organizzazione di attività di valorizzazione delle competenze dei migranti (redazione di CV, conversazioni in lingua, circoli di lettura) e il supporto nell'utilizzo di "APP" per la gestione delle attività quotidiane (mappe, tabelle orari dei treni etc).¹⁴⁸

Infine, si evidenzia il Polo regionale di documentazione interculturale della Regione Toscana che, dal 2004, garantisce alle biblioteche e alle reti bibliotecarie toscane un supporto qualificato nell'ambito della documentazione e dei servizi interculturali.¹⁴⁹ Il servizio più importante è lo [Scaffale circolante](#), ossia il prestito di libri nelle lingue dei migranti (13 lingue) a biblioteche, scuole e associazioni; si tratta di oltre 5.200 titoli a disposizione. Il polo eroga anche un servizio di consulenza in merito all'acquisizione ed al trattamento di pubblicazioni nelle lingue delle minoranze ed alla progettazione di servizi interculturali presso biblioteche e reti bibliotecarie.

Alcune iniziative ampie volte a migliorare l'accesso ai servizi e alle strutture offrono anche un supporto specifico che garantisce l'accesso ai diritti sociali. Ad esempio, la Regione Autonoma della Valle D'Aosta, in partenariato con la Biblioteca regionale, ha acquistato con fondi FAMI materiale documentale in lingua straniera atto ad illustrare e ad orientare sull'educazione civica, la cultura e i servizi italiani e locali e ha installato tre postazioni multimediali per l'apprendimento linguistico e lo svolgimento delle pratiche telematiche per stranieri.¹⁵⁰

A Milano, in Lombardia, il Laboratorio di Quartiere di San Siro¹⁵¹ include una biblioteca che fornisce supporto educativo agli studenti che non parlano italiano, in particolare a quelli provenienti da famiglie immigrate arabe, rumene o rom. Nel laboratorio viene offerto supporto legale per persone prive di documenti, richiedenti asilo e rifugiati che hanno bisogno di assistenza con la documentazione, lo status giuridico o le domande di asilo, che hanno necessità di recarsi presso cliniche o ospedali o che necessitano di assistenza abitativa e altri servizi assistenziali.

ii. Scambi linguistici/Corsi e workshop di lingua italiana

A Milano, in Lombardia, la già citata iniziativa "Mamma lingua" si è trasformata, all'interno della Biblioteca Zara, nel programma community-oriented "Mamma lingua di comunità".¹⁵² Grazie al coinvolgimento delle comunità linguistiche presenti sul territorio, e alla formazione di due volontarie straniere precedentemente utenti, al termine del progetto "Mamma lingua" la Biblioteca ha dato il via alla sperimentazione di un format di lettura inizialmente rivolto solo alla comunità portoghese della città, avvalendosi dei contatti locali e

¹⁴⁸<https://www.comune.palazuolo-sul-senio.fi.it/sites/www.comune.palazuolo-sul-senio.fi.it/files/documenti/sintesi-progetto.pdf>

¹⁴⁹<https://www.regione.toscana.it/-/servizi-bibliotecari-ai-migranti>

¹⁵⁰<https://biblio.regione.vda.it/attivita/intercultura/progetti-fami/>

¹⁵¹<https://www.retemetodi.it/it/progetti/laboratorio-di-quartiere/>

¹⁵²<https://www.ibbyitalia.it/mamma-lingua-di-comunita-lesperienza-del-sistema-bibliotecario-di-milano/>

del passaparola per promuovere l'iniziativa. La Biblioteca ha quindi fidelizzato il pubblico attraverso l'organizzazione di incontri mensili la cui frequenza ha facilitato l'inserimento di nuovi fruitori e di nuovi volontari stranieri, che hanno consentito di dare continuità ai cicli di letture. Il format è stato quindi replicato anche per la comunità francofona e per quella russa.

All'interno dell'iniziativa *"Unde venis? Quo vadis?"* realizzata dall'Unione dei Comuni Andrano, Spongano e Diso Castro, in Puglia, nella località di Ruffano sono stati organizzati dei laboratori di alfabetizzazione e di lettura per le donne della comunità magrebina locale e per donne immigrate accolte nei progetti di accoglienza locali. La collaborazione tra la biblioteca comunale "Don Tonino Bello" e alcune associazioni locali ha inoltre portato a uno scambio tra le donne partecipanti ai laboratori di alfabetizzazione e un gruppo di donne locali ex emigrate in Svizzera e Germania, al fine di scambiare le esperienze comuni e confrontarsi su destini, nostalgie e sogni individuali e collettivi.¹⁵³

La già citata Biblioteca di Brunico, in Trentino Alto Adige, offre il servizio *"Allenalettura"*: sempre in collaborazione con la Caritas locale, alcuni volontari si incontrano regolarmente con i figli di famiglie immigrate per leggere o parlare con loro, in italiano o in tedesco, con il fine ultimo di promuovere le competenze linguistiche dei bambini migranti. La Biblioteca, inoltre, mette a disposizione di scuole materne ed elementari il pacchetto in lingua tedesca, che nella regione rappresenta la seconda lingua locale, *"Ich lerne Deutsch"*: il kit contiene materiali educativi come giochi linguistici e set di immagini per fare esercizi linguistici giocando.¹⁵⁴

L'apprendimento della lingua italiana è al centro dell'iniziativa¹⁵⁵ realizzata dalla Biblioteca Civica Pietro Acclavio del comune di Taranto, in Puglia, insieme alla Cooperativa I.S.O.L.A. che gestisce il centro di accoglienza locale. Un corso di lingua destinato a migranti provenienti da Burkina-Faso, Nigeria, Iraq, Afghanistan e Gambia, è stato affiancato dal tesseramento degli stessi beneficiari alla Biblioteca locale, con l'obiettivo di farli partecipare attivamente alla realtà locale attraverso l'accesso al prestito librario, alla consultazione, all'uso delle sale studio e alla connessione wi-fi. L'iniziativa è parte del più ampio progetto LGNet2¹⁵⁶, finanziato con fondi FAMI, coordinato dal Ministero dell'Interno - Dipartimento per le Libertà Civili e l'Immigrazione e realizzato in collaborazione con Anci, oltre che a Taranto, anche a Bologna, Caserta, Firenze, Genova, Latina, Milano, Napoli, Palermo, Perugia, Potenza, Roma, Sassari, Torino, Trieste e Bolzano.

A Torino, in Piemonte, la collaborazione tra la Penny Wirton School, che in Italia conta più di 60 scuole, e la Biblioteca civica Italo Calvino offre corsi di italiano gratuiti per migranti una volta alla settimana per tutta la durata dell'anno scolastico.¹⁵⁷ La Biblioteca rappresenta una delle biblioteche civiche torinesi in cui è stata inserita la proposta culturale promossa dalla Scuola Penny Wirton, che a Torino ha sede dal 2023, e che è stata selezionata dall'assessorato alla cultura del comune di Torino tra le iniziative di rilievo per la città.

¹⁵³<https://www.unionecomuniandranodisospongano.it/portale/2021/09/15/la-lettura-per-includere-nellunione-dei-comuni-laboratori-in-lis-e-per-migranti-con-unde-venis-quo-vadis/>

¹⁵⁴<https://biblio.bz.it/brunico/Cultura-e-incontro/Komm-in-die-Bibliothek-it-IT>

¹⁵⁵<https://www.comune.taranto.it/index.php/elenco-news/news-in-evidenza/8236-biblioteca-acclavio-l-inclusione-passa-dalla-conoscenza-della-lingua-conferimento-tessere-bibliotecarie-a-25-migranti>

¹⁵⁶<https://www.anci.it/category/buone-pratiche-e-progetti/ignet2/>

¹⁵⁷<https://bct.comune.torino.it/eventi-attivita/corsi-e-laboratori/penny-wirton-scuola-di-italiano-gratuita-per-migranti-0>

Sempre a Torino, il progetto “Torino la mia città”, realizzato dall’Associazione MIC – Mondì In Città Onlus offre gratuitamente attività di formazione linguistica e di educazione alla cittadinanza attiva a donne immigrate, soprattutto di origine nordafricana. In una delle circoscrizioni territoriali della città le attività vengono realizzate insieme alla Biblioteca Civica “Primo Levi”: la biblioteca mette a disposizione i locali anche per l’eventuale servizio di sorveglianza dei figli in età prescolare delle beneficiarie che, per motivi economici o perché in lista di attesa, non frequentano nidi. I gruppi di donne sono seguiti da un’insegnante certificata L2 o da una volontaria (docente in pensione) formata all’insegnamento della lingua italiana per stranieri e si svolgono in collaborazione con i CPIA (Centri per l’Istruzione degli Adulti) locali, che provvedono anche a rilasciare l’attestato di conoscenza della lingua a fronte del superamento di un esame.¹⁵⁸

Il Servizio Intercultura¹⁵⁹ delle Biblioteche di Roma, istituzione che fa parte della Rete ScuoleMigranti, promuove il progetto “L’italiano in biblioteca”: l’iniziativa prevede l’organizzazione di laboratori di italiano gratuiti che includono, oltre all’insegnamento della lingua, anche percorsi paralleli di proiezioni, visite guidate in biblioteca e in città, guida ai servizi per i cittadini offerti dal territorio. Il progetto si rivolge soprattutto a rifugiati e richiedenti asilo, a stranieri che appartengono a comunità con sistemi linguistici e di scrittura molto distanti dall’italiano (come il cinese e l’arabo) o a donne. Alla fine del corso è possibile sostenere l’esame CELI – Certificato di conoscenza della lingua italiana rilasciato dall’Università per stranieri di Perugia.

h) Partecipazione politica e civica

Le iniziative realizzate dalle biblioteche si dimostrano attente anche al coinvolgimento attivo dei TCN nelle attività della comunità locale. Tale coinvolgimento si manifesta nella partecipazione a incontri pubblici, nella collaborazione con gli attori locali per stimolare una riflessione su tematiche di rilevanza sociale e nell’impegno in progetti di volontariato. Attraverso la partecipazione, le biblioteche concorrono a promuovere la giustizia sociale e l’equità e contribuire a costruire una società più inclusiva e democratica per tutti.

Dalle risultanze dell’analisi, lo strumento maggiormente diffuso per incoraggiare la partecipazione dei TCN è la “Biblioteca Vivente”. Quest’ultima rappresenta un metodo innovativo per promuovere il dialogo, ridurre i pregiudizi e favorire la comprensione reciproca. È riconosciuta dal Consiglio d’Europa come buona prassi per il dialogo interculturale e come strumento di promozione dei diritti umani. Attraverso la “Biblioteca Vivente”, i “lettori” possono entrare in contatto con persone con le quali nella quotidianità non avrebbero occasione di confrontarsi. Dare voce ai gruppi della comunità che sono stigmatizzati contribuisce a creare una maggiore comprensione della diversità e della coesione sociale.

I protagonisti di questi eventi sono nella maggior parte dei casi rifugiati o minori stranieri non accompagnati, ospiti dei centri di accoglienza locali. L’organizzazione dell’evento vede quindi, solitamente, il partenariato tra le biblioteche, l’ente locale (comune o regione) e le

¹⁵⁸ <https://www.mondincitta.it/mic/wp-content/uploads/2021/10/progetto-2021.pdf>

¹⁵⁹ <https://www.bibliotechediroma.it/opac/article/intercultura/card-intercultura>

associazioni che gestiscono i servizi di accoglienza. Esempi di queste iniziative sono "Ti racconto una storia. Ti racconto di me"¹⁶⁰ realizzata dalla Biblioteca Europea di Roma e dal Centro Astalli; "Biblioteca bene comune"¹⁶¹ con la partecipazione del SAI MSNA di Caserta, Campania e l'evento organizzato dalla Biblioteca di San Casciano Val di Pesa e Oxfam Italia in Toscana in occasione della giornata mondiale del rifugiato.¹⁶² Sempre in Toscana, presso la Biblioteca Comunale "Masaccio" di San Giovanni Valdarno, si sono tenuti due incontri incentrati sulla biblioteca vivente all'interno del progetto "DiMMi di Storie Migranti...in Biblioteca", finanziato dalla Regione Toscana in collaborazione con Oxfam Italia Intercultura.¹⁶³

La partecipazione di TCN viene incoraggiata anche attraverso il loro coinvolgimento nella produzione di materiali divulgativi e formativi. Il Sistema Bibliotecario Valdostano e la Regione autonoma Valle d'Aosta hanno collaborato con diverse associazioni di comunità migranti per la realizzazione del progetto "IL GIRO DEL MONDO, PRESENTAZIONE LIBRO FILASTROCCHES PER LA NANNA"¹⁶⁴ finalizzato alla produzione e alla diffusione sul territorio di un libro di filastrocche accompagnato da un CD nelle lingue straniere più diffuse in Valle d'Aosta - cinese, arabo, albanese, rumeno, portoghese, spagnolo, ucraino, wolof. Le comunità migranti sono state, inoltre, protagoniste di eventi interculturali sulla scoperta di usi e tradizioni popolari, storie e brani di musica popolare, racconti in lingue.

Infine, la partecipazione civica tra i TCN viene favorita attraverso il volontariato nelle biblioteche. Il volontariato, in quanto impegno per attività comunitarie, da un lato favorisce la responsabilizzazione e dall'altro offre opportunità di apprendimento permanente e incoraggia gli individui ad assumere un ruolo attivo nel contribuire al bene comune.

In Toscana, il comune di Pistoia e tre associazioni che si occupano dell'accoglienza dei profughi e richiedenti asilo sul territorio, dopo il successo di vari progetti di volontariato (pulizia della città, cura dei giardini comunali), hanno avviato la nuova iniziativa presso la Biblioteca comunale San Giorgio. Il progetto¹⁶⁵ è nato a seguito di alcune visite da parte di un gruppo di profughi e richiedenti asilo alla Biblioteca San Giorgio, che, nel tempo, si sono poi trasformate in una frequentazione abituale. Da qui è sorta l'idea di rendere sistematico questo rapporto, con il duplice scopo di favorire da un lato, l'integrazione ed un positivo dialogo tra i richiedenti asilo e la comunità cittadina, e dall'altro, di offrire un servizio in più agli utenti della biblioteca.

¹⁶⁰<https://www.bibliotechediroma.it/opac/news/ti-racconto-una-storia-ti-racconto-di-me-i-rifugiati-diventano-libri-viventi/34458>

¹⁶¹<https://integrazionemigranti.gov.it/it-it/Ricerca-eventi/Dettaglio-evento/id/205/Campania-Biblioteca-Bene-Comune>

¹⁶²<https://www.oxfamitalia.org/human-library/>

¹⁶³<https://www.comunesgv.it/human-library-dimmi-di-storie-migranti-in-biblioteca/>

¹⁶⁴<https://biblio.regione.vda.it/attivita/interculturala/biblioteca-interculturale/eventi-interculturali/>

¹⁶⁵<https://www.comune.pistoia.it/comunicati-stampa/profughi-volontari-biblioteca-pistoia-il-primio-esempio-italia>

Conclusione

Nonostante la varietà di iniziative presentate nelle biblioteche italiane, c'è ancora spazio per ulteriori sviluppi e miglioramenti.

Secondo le biblioteche, i limiti alle loro attività sono numerosi. A volte può trattarsi della mancanza di risorse economiche, che impedisce l'acquisto di libri in varie lingue, costringendo le biblioteche a fare affidamento solo sulle donazioni, che non sempre garantiscono la disponibilità di libri in tutte le lingue. Un altro punto debole è la carenza di personale: gli operatori ritengono che, anche solo coinvolgendo più volontari stranieri, la struttura potrebbe davvero diventare un luogo d'incontro per le diverse comunità. Le biblioteche sottolineano inoltre che i servizi potrebbero essere migliorati investendo nella formazione del personale e dei volontari per accrescere le loro competenze in alcune aree, come l'interculturalità, l'insegnamento delle lingue, l'assistenza legale e psicologica, o anche aumentando la disponibilità di servizi di traduzione e interpretariato per superare le barriere linguistiche.

In generale, la biblioteca pubblica dovrebbe superare l'immagine di un'istituzione elitaria e intercettare la complessità e la fluidità della realtà sociale. A tal fine, è importante che la biblioteca sia accogliente e incoraggi la costruzione di reti di relazioni tra cittadini, associazioni e istituzioni. La sfida consiste nell'identificare strategie che facilitino la rimozione degli ostacoli all'utilizzo dei servizi (barriere architettoniche, orari di apertura, adempimento delle procedure), ma c'è anche l'opportunità per la biblioteca pubblica di essere il nodo centrale di una rete con altre istituzioni culturali e di rendere più efficienti le risorse e le informazioni messe a disposizione dalle amministrazioni locali.



Bibliotēku tilti: trešo valstu valstspiederīgo integrācijas un iekļaušanas veicināšana Eiropā, izmantojot bibliotēkas un vietējās partnerības

Latvija situācijas izpēte - inovatīvas prakses pārskats



comunitățile viitorului



ANVITA
ASSOCIAZIONE NAZIONALE
DEI LIBRAI E TRADUTTORI ASSOCIATI LATIA



Biblioteche Senza Frontiere
ITALIA



Culture Information
Systems Centre
Republic of Latvia



FRSI



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I Vispārējais valsts konteksts

a) Latvijas konteksts un demogrāfiskais profils

Latvija ir viena no trim Baltijas valstīm, kas robežojas ar Lietuvu, Igauniju, Baltkrieviju un Krieviju.



1. Attēls. Latvijas ģeogrāfiskā atrašanās vieta. Avots: <http://www.vidiani.com/>

Latvijas platība ir 64 589 km² ar 1,87 miljoniem iedzīvotāju, kā parādīts 1. attēlā. Iedzīvotāju skaitam ir tendence samazināties, izņemot 2023. gadu.

1. Tabula. Iedzīvotāju skaits Latvijā, 2020. -2024. g.

Gads	2020	2021	2022	2023	2024
Populācija	1907675	1893223	1875757	1883008	1871882

2023. gada sākumā Latvijā dzīvoja 1 miljons 883 tūkstoši iedzīvotāju. Tas ir par 7,3 tūkstošiem vairāk nekā gadu iepriekš, liecina Centrālās statistikas pārvaldes (CSP) informācija. Iedzīvotāju skaits pērn pieaudzis par 0,39%, tostarp negatīvā dabiskā pieauguma dēļ samazinājās par 0,78%, bet migrācijas dēļ pieauga par 1,17%. Pozitīvo migrācijas plaisu galvenokārt veido 23,5 tūkstoši Ukrainas bēgļu, kuri tiek pieskaitīti patvēruma sniedzējas valsts iedzīvotājiem.

Avots:

<https://stat.gov.lv/lv/statistikas-temas/iedzivotaji/iedzivotaju-skaitis/preses-relizes/12338-iedzivotaju-skaita-izmainas>.

Tautības: 86,1% iedzīvotāju veido Latvijas pilsoņi (pirms gada - 86,9%), 9,3% - Latvijas nepilsoņi (9,7%), 2,0% - Krievijas pilsoņi (2,1%), bet 2,6% - citu valstu pilsoņi (gandrīz puse jeb 48,5% no viņiem bija bēgļi no Ukrainas). No visiem Latvijas nepilsoņiem Rīgā dzīvoja 50,7%, veidojot 14,6% no kopējā galvaspilsētas iedzīvotāju skaita. Imigrantu populācija: cilvēki vecumā no 50 gadiem veidoja 75,5% no visiem Latvijas nepilsoņiem. To cilvēku īpatsvars, kuriem ir citu valstu pilsonība un kuri pieder šai vecuma grupai, veidoja 66,5% un tieši 37,8% Latvijas pilsoņu bija šajā vecumā.

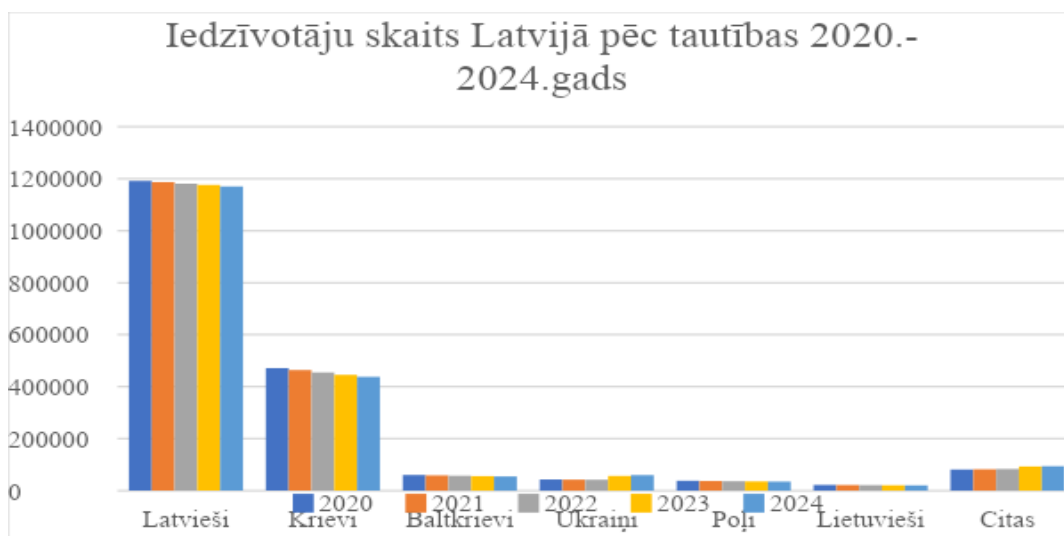
Saskaņā ar Eurostat migrācijas un migrantu iedzīvotāju statistiku uz 2023. gada 1. janvāri Latvijā dzīvo aptuveni 255 200 trešo valstu pilsoņu (TCN, bez Eiropas pilsonības), kas ir 13,6% iedzīvotāju, un vēl 6500 ES pilsoņu (0,3%).

Vērtējot starptautisko ilgtermiņa migrāciju pa valstu grupām, lielākā daļa imigrantu (5123 cilvēki jeb 27,4%) ir no ES kandidātvalstīm, no Ukrainas - 4,7 tūkstoši (92,5%). 2023. gadā no ES valstīm ieceļoja 3,9 tūkstoši (21,0%) imigrantu, no Apvienotās Karalistes - 2,7 tūkstoši (14,6%), bet no Krievijas - 1,7 tūkstoši (9,1%). Bez Ukrainas ievērojams skaits šobrīd Latvijā strādājošo ārzemnieku ir no Uzbekistānas, Baltkrievijas, Indijas un Lietuvas. <https://schengen.news/number-of-foreign-workers-in-latvia-has-doubled-since-2015-exceeding-15500-this-year/>

Pērn no Indijas ieradās 12242 cilvēki, kas ir pieaugums par 35,1% no 2022. gada, kad ieradās 919, un vairāk nekā divas reizes pārsniedz iepriekšējo gadu skaitļus (2021. gadā - 514, bet 2020. gadā - 427).

2022. gadā Krievijas izvērstā karadarbība Ukrainā mainīja pasauli. Daudzviet valstī iedzīvotāju skaits pieauga Ukrainas kara bēgļu lielās emigrācijas dēļ. Latvija nebija izņēmums, un 2023. gadā jau otro gadu pēc kārtas visvairāk iebraucēju bija tieši no Ukrainas - 25,1% (salīdzinot ar 65,6% 2022. gadā), jeb katrs ceturtais no visiem imigrantiem.

Salīdzinot ar 2022. gadu, iebraucēju skaits no Krievijas pērn sarucis par 22,8% (no 2,2 tūkstošiem 2022. gadā līdz 1,7 tūkstošiem 2023. gadā). Imigrantu skaits no Baltkrievijas samazinājies par 8,7%. <https://stat.gov.lv/>



1. Diagramma. Iedzīvotāju skaits Latvijā pa tautībām 2020. –2024. gadā. Avots: <https://data.stat.gov.lv/>

Vēsturiskā perspektīvā Latvijas Republika 50 gadus atradās PSRS okupācijas varā un PSRS aktīvi īstenoja savienības republiku tautu masveida migrācijas politiku, lai vājinātu nacionālo valstu iespējamo pretestību okupācijai un stiprinātu padomju varu. Latvijas teritorijā bija vairāk nekā pusmiljons imigrantu un viņu pēcnācēju. Jau piecdesmito gadu beigās krievu īpatsvars dažās Latvijas lielākajās pilsētās, piemēram, Rīgā, Daugavpilī un Rēzeknē, pārsniedza 50 procentus. Iebraucēji bija arī PSRS Sarkanās armijas aktīvais personāls ar visām ģimenēm. Padomju okupācijas periodā migrācijas uzskaites statistika nebija pilnīga, dati nebija publiski pieejami, pēc katras tautas skaitīšanas migrācijas uzskaitē tika precizēta un neietvēra armijas pārvietošanos.

Avots:

<https://enciklopedija.lv/skirklis/21014-iedz%C4%ABvot%C4%81ju-migr%C4%81cija-Latvij%C4%81.S>

Fr:<https://shs.cairn.info/revue-le-courrier-des-Pays-de-L-est-2005-6-Page-42?Lang=FR&TAB=Texte-integral>

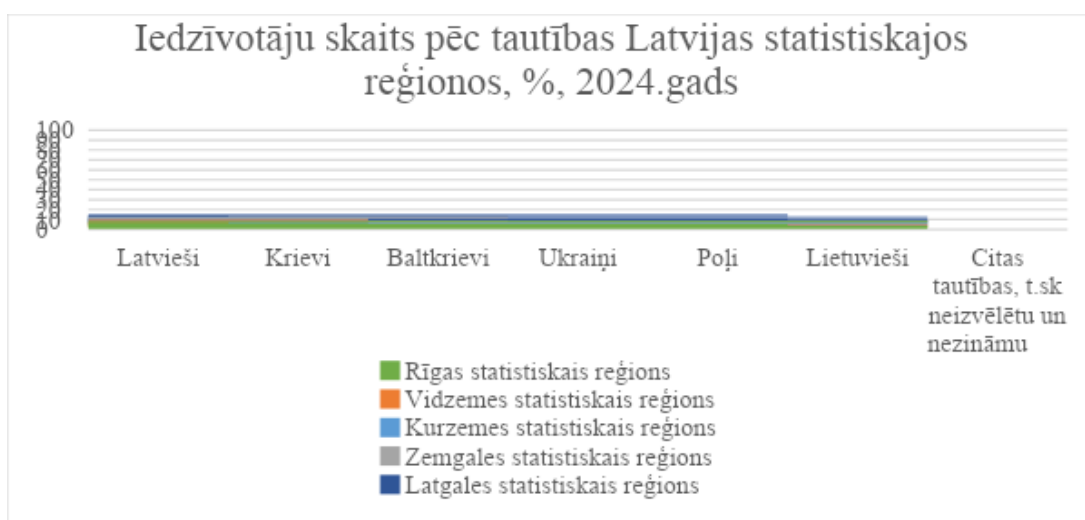
1980. gadu beigās līdz ar Latvijas neatkarības atjaunošanu pieauga Latvijas pamatiedzīvotāju neapmierinātība ar ārvalstu pilsoņu straujo ieplūšanu Latvijā. PSRS praktizētā migrācijas politika tieši ietekmēja latviešu nācijas pastāvēšanu, latviešu valodas lietošana tika ierobežota un liegta, nacionālās kultūras tradīcijas tika sistemātiski apspiestas, lai nodrošinātu PSRS varas stiprināšanu un neatkarības atjaunošanas centienu apspiešanu. Latvijas iedzīvotāji sāka izjust nepieciešamību pēc noteiktas Latvijas migrācijas politikas, kas nodrošinātu migrācijas procesu kontroli valstī. Avots: <https://www.pmlp.gov.lv/lv/vesture>.

Ņemot vērā Latvijas ģeogrāfisko stāvokli (robeža ar Krieviju un Baltkrieviju), vēsturiski vislielākais iebraucēju skaits no Krievijas un Baltkrievijas ir Latvijas pierobežas teritorijās – Latvijas kultūrvēsturiskākajā reģionā – Latgalē.

Statistikas nolūkos Latvija ir sadalīta 5 statistikas reģionos: Rīgas statistikas reģions, Vidzemes statistikas reģions, Latgales statistikas reģions, Kurzemes statistikas reģions,

Latgales statistikas reģions. Avots: <https://stat.gov.lv/lv/statistikas-temas/vide/dabas-resursi-geografiskas-zinas/publikacijas-un-infografikas/21408>.

Latgales statistikas reģionā ir vislielākais mazākumtautību skaits (sk. 2. diagrammu zemāk). Piemēram, Daugavpilī otrajā lielākajā valsts pilsētā reģionā ir vislielākais mazākumtautību skaits 2023. gada beigās - 79% (46,9% ir krievi, poļi 12,8%, baltkrievi 7,1%). Salīdzinot ar galvaspilsētu Rīgu - 53,4% (34,6% ir krievi), Rēzekni - 52,6% (40,8% - krievi). Avots: CTparskats_final_2024.pdf (www.cilvektiesibas.org.lv).



2. Diagramma. Iedzīvotāju skaits pa tautībām Latvijas statistikas reģionos % 2024. gadā. Avots: <https://data.stat.gov.lv/>

2. Institucionālais, politiskais un likumdošanas konteksts saistībā ar migrāciju

Migrācijas procesus Latvija sāka regulēt pēc valstiskās neatkarības atjaunošanas pēc PSRS sabrukuma 1991. gadā. Latvija ir veiksmīgi risinājusi padomju mantojuma radītos izaicinājumus, respektējot tiesiskumu, cilvēktiesības un starptautisko praksi. Latvija ir pievienojusies svarīgākajiem starptautiskajiem cilvēktiesību instrumentiem. Izstrādājot normatīvo regulējumu, Latvija ir konsultējusies ar starptautiskajiem cilvēktiesību ekspertiem un balstījies uz dažādu starptautisko organizāciju (ANO, EDSO, EP u.c.) ieteikumiem. Tas palīdzējis nodrošināt pilnīgu Latvijas normatīvā regulējuma un prakses atbilstību starptautiskajiem uzstādījumiem. Avots: www.am.gov.lv.

Latvija ir pievienojusies vairākiem svarīgiem starptautiskiem cilvēktiesību dokumentiem par migrāciju (Avots: <https://www.cilvektiesibugids.lv/lv/temas/kas-ir-cilvektiesibas/kadi-ir-galvenie-cilvektiesibu-dokumenti> un <https://www.pmlp.gov.lv/lv/starptautiskie-tiesibu-akti>):

1. Eiropas Cilvēktiesību konvenciju;
2. Eiropas Savienības Pamattiesību harta;
3. Starptautiskais pakts par pilsoniskajām un politiskajām tiesībām;

4. Eiropas sociālā harta;
5. Starptautiskais pakts par ekonomiskajām, sociālajām un kultūras tiesībām;
6. Vispārējā konvencija par nacionālo minoritāšu aizsardzību;
7. Cilvēktiesību un pamatbrīvību aizsardzības konvencija un tās atsevišķie protokoli – 1. protokols, 2. protokols, 4. protokols, 6. protokols, 7. protokols;
8. 1951. gada 28. jūlija Konvenciju par bēgļu statusu un tās pirmo protokolu;
9. Konvencija, ar ko īsteno 1985. gada 14. jūnija Šengenas Līgumu starp Beniluksa Ekonomikas Savienības valstu valdībām, Vācijas Federatīvo Republiku un Francijas Republiku par pakāpenisku kontroles atcelšanu pie kopīgām robežām.

Attiecībā uz personu brīvu pārvietošanos un migrāciju, patvēruma politiku tiek ievēroti vairāki Eiropas Savienības normatīvie akti. Avots: <https://www.pmlp.gov.lv/lv/starptautiskie-noteikumi>.

Ārzemnieku ieceļošanas, uzturēšanās, tranzītu, izceļošanas un aizturēšanas kārtību, kā arī kārtību, kādā ārzemnieki tiek turēti Latvijas Republikā un izraidīti no tās, lai nodrošinātu starptautiskajām tiesību normām un Latvijas valsts interesēm atbilstošas migrācijas politikas īstenošanu, nosaka Imigrācijas likums (sk. <https://likumi.lv/ta/id/68522-imigrācijas-likums>) un tam pakārtotie Ministru kabineta noteikumi.

Iesniegumu par bēgļa vai alternatīvā statusa piešķiršanu Latvijā var iesniegt personīgi Valsts robežsardzē robežšķērsošanas vietā vai tranzīta zonā pirms ieceļošanas Latvijā vai jebkurā Valsts robežsardzes teritoriālajā struktūrvienībā, ja persona jau atrodas Latvijā. Avots: <https://www.pmlp.gov.lv/lv/patveruma-procedura-latvija>.

Pēc Krievijas Federācijas iebrukuma Ukrainā 2022. gada 3. martā tika pieņemts Ukrainas civilā atbalsta likums, lai regulētu atbalsta sniegšanas kārtību Ukrainas civiliedzīvotājiem, kuri izbrauc no Ukrainas vai nespēj tur atgriezties Krievijas Federācijas izraisītā bruņotā konflikta dēļ, kā arī sniegtu vispārēju atbalstu Ukrainas sabiedrībai (sk. <https://likumi.lv/ta/id/330546-ukrainas-civiliedzivotaju-atbalsta-likums>).

Sabiedrības integrācijas politikas īstenošana nodota LR Kultūras ministrijai, kas īsteno visaptverošu sabiedrības integrācijas politikas izstrādi, tai skaitā trešo valstu valstspiederīgo integrāciju Latvijas sabiedrībā.

Kultūras ministrija sagatavojusi vienotas un pilsoniski aktīvas sabiedrības attīstības plāna 2024. –2027. gadam projektu. Tās ietver saliedētas un pilsoniski aktīvas sabiedrības attīstības pamatnostādnes 2021. –2027. gadam, kā arī Nacionālajā attīstības plānā 2021. –2027. gadam noteikto mērķu un uzdevumu izpildi.

2022. gada 17. martā tika izveidota uzraudzības padome saliedētas un pilsoniskas sabiedrības attīstības pamatnostādņu 2021. –2027. gadam īstenošanai. Tās kompetenci, sastāvu, darba organizāciju un lēmumu pieņemšanas kārtību nosaka Ministru kabineta 2021. gada 21. decembra noteikumi Nr. 851 "Uzraudzības valdes nolikums vienotas un pilsoniski aktīvas sabiedrības attīstības pamatnostādņu īstenošanai" (sk. <https://likumi.lv/ta/id/328636-saliedetas-un-pilsoniski-aktivas-sabiedribas-attistibas-pamatnostadnu-istenosanas-uzraudzibas-padomes-nolikums>).

3. Valsts līmenī iesaistīto ieinteresēto personu ekosistēma

Migrācijas jautājumus var raksturot kā kompleksu jautājumu, jo vairākas institūcijas savas kompetences ietvaros veic saistošus jautājumus, piemēram, Ārlietu ministrija, kas kārtro starptautisko līgumu uzskaiti. Tomēr vistiešāk atbildīgās institūcijas ir Iekšlietu ministrija un padotības iestāde pilsonības un migrācijas lietu pārvalde, kurai ir teritoriālas nodaļas visā Latvijā.

Patvēruma likums un Ministru kabineta noteikumi MK tur saskaņā ar vispārātzītiem starptautiskiem cilvēktiesību principiem nodrošināt personas tiesības saņemt patvērumu, pagaidu aizsardzību, iegūt bēgļa statusu vai alternatīvo statusu Latvijas Republikā (sk. <https://likumi.lv/ta/id/278986-patveruma-likums>).

Latvijas Republikā migrācijas politiku īsteno Pilsonības un migrācijas lietu pārvalde, kas ir Iekšlietu ministrijas pārraudzībā esoša tiešās pārvaldes iestāde. Pilsonības un migrācijas lietu pārvaldes darbību regulē Pilsonības un migrācijas lietu pārvaldes Ministru kabineta likums (sk. <https://likumi.lv/ta/id/323561-pilsonibas-un-migrācijas-lietu-parvaldes-nolikums>).

Saskaņā ar spēkā esošajiem normatīvajiem aktiem Pilsonības un migrācijas lietu pārvalde veic šādas funkcijas (sk. <https://www.pmlp.gov.lv/lv/darbības-jomas>):

- Migrācijas politikas īstenošana;
- Patvēruma politikas izstrāde un īstenošana;
- Repatriācijas politikas izstrāde un īstenošana;
- Personu apliecināšanu un ceļošanas dokumentu izsniegšana;
- Informācijas sniegšana no fizisko personu reģistra.

Imigrācijas kontroles uzdevumus veic Valsts robežsardze. Robežsardze ir Iekšlietu ministrijas pārraudzībā esoša tiešās pārvaldes iestāde. Valsts robežsardzes darbības tiesisko pamatu, uzdevumus, funkcijas un kompetenci, kā arī robežsardzes pienākumus un tiesības nosaka likums "Par robežsardzi" (sk. <https://likumi.lv/ta/id/318741-valsts-robezsardzes-likums>). Valsts robežsardze sadarbojas ar citām valsts un pašvaldību institūcijām, starptautiskajām organizācijām, arodbiedrībām vai kopienām valsts robežas apsardzības un kontroles jautājumos, kā arī jautājumos, kas saistīti ar ārzemnieku iecelšanas, uzturēšanās, izceļošanas un tranzīta noteikumu ievērošanas kontroli, un citos tās kompetencē esošajos jautājumos. Avots: <https://www.rs.gov.lv/lv/par-mums>.

Kultūras ministrija ir atbildīga par sabiedrības integrācijas politikas izstrādi, bet Sabiedrības integrācijas fonds nodrošina sabiedrības saliedētības politikas efektīvu īstenošanu un sniedz būtisku atbalstu nevalstiskajam sektoram tautību un demokrātijas stiprināšanā, atbalstot iedzīvotāju izglītību, aktīvu, atbildīgu, iekļaujošu un saliedētu sabiedrību. 2023. gadā Sabiedrības integrācijas fonds sāka izstrādāt jaunu pakalpojumu - Vienas pieturas aģentūru ārvalstniekiem. Tās mērķis ir vienviet sniegt informatīvu atbalstu un pakalpojumus trešo valstu valstspiederīgajiem un starptautiskās aizsardzības saņēmējiem, kas nepieciešami, pārceļoties uz Latviju sekmīgai personu sociāli ekonomiskajai iekļaušanai. Aģentūrai ir 4 filiāles, no kurām pēdējā atvērta Daugavpilī 2024. gada sākumā. Avots: Vienas pieturas aģentūra ārvalstniekiem | Sabiedrības integrācijas fonds (<https://www.sif.gov.lv/lv>).

Imigranti no trešajām valstīm 2023. gadā varēja apgūt latviešu valodu, iepazīt dzīvi Latvijā, kā arī apmeklēt integrācijas kursus un saņemt palīdzību veiksmīgāk atrast darbu un saņemt sociālā mentora atbalstu. Valsts un nevalstiskās organizācijas nodrošināja integrācijas un latviešu valodas kursus patvēruma meklētājiem un trešo valstu valstspiederīgajiem, tostarp Ukrainas civiliedzīvotājiem. Avots: https://www.emn.lv/wp-content/uploads/2024/06/EMN_zinojums_2023.pdf

Ar migrācijas jautājumiem nodarbojas arī nevalstiskās organizācijas. Latvijā šī nozare ir aktīva, jo organizāciju skaits nepārtraukti pieaug vidēji gadā reģistrējot 700 organizācijas. Nevalstisko organizāciju sektors Latvijā ir ļoti daudzveidīgs gan satura, gan darbības apjoma ziņā. Avots: rokasgrāmata "Dzīvo Latvijā". Migrācijas kontekstā ir aktīva organizācija "Drošais nams" – plāns, kā palīdzēt bēgļiem. Ir izveidotas vairākas organizācijas, kas sniedz palīdzību/atbalstu ukraiņiem.

Valsts līmenī Kultūras ministrija ir valsts pārvaldes iestāde, kas veido un koordinē valsts kultūrpolitiku. Savukārt bibliotēkas, muzeji un izglītības iestādes to realizē.

II. Migrācijas teritoriālais konteksts

2023. gadā migrācijas procesus un to vadību turpināja būtiski ietekmēt notikumi, kas norisinājās ārvalstīs saistībā ar Krievijas karu Ukrainā un Latvijā saistībā ar Latvijas-Baltkrievijas robežsituāciju.

Kopējais 2023. gadā izsniegto pirmreizējo termiņuzturēšanās atļauju skaits salīdzinājumā ar iepriekšējo gadu pieaudzis par 16,26% – izsniegtas 10,22019 (2022 – 8,790) termiņuzturēšanās atļaujas. Turklāt 17167 pirmreizējās termiņuzturēšanās atļaujas izsniegtas Ukrainas civiliedzīvotājiem, kuri Latvijā saņēmuši pagaidu aizsardzību.

Patvēruma meklētāju skaits pieaudzis trīs reizes – 2023. gadā tādu bija 1624 (2022. gadā – 546). Avots: https://www.emn.lv/wp-content/uploads/2024/06/EMN_zinojums_2023.pdf

1. Pašvaldību institucionālā un administratīvā darbība

Latvijā valsts un pašvaldību loma migrācijā ir daudzdimensionāla un ietver dažādas funkcijas un pasākumus migrācijas jautājumu risināšanai un integrācijas veicināšanai. Valsts un pašvaldību darbības galvenie virzieni.

1. Politikas izstrāde un regulējums –
 - o Valsts līmenī: Latvijas valdība izstrādā un īsteno migrācijas politiku, nosakot migrācijas plūsmas, regulējot darba atļaujas, uzturēšanās atļaujas un citas nepieciešamās dokumentācijas prasības.
 - o Pašvaldību līmenī: vietējās pašvaldības sniedz atbalstu vietējām kopienām un koordinē jautājumus, kas saistīti ar migrantu integrāciju un atbalstu.
2. Integrācijas un atbalsta programmas –
 - o Valsts līmenī: izstrādātas dažādas migrantu integrācijas programmas, tostarp valodu kursi, juridiskais atbalsts un informācija par dzīvi Latvijā.
 - o Pašvaldību līmenī: Daudzas pašvaldības veic vietējās integrācijas pasākumus, piemēram, valodu apmācības nodarbības, kultūras pasākumus, kuros migranti var iepazīt vietējo sabiedrību un uzlabot savu dzīves kvalitāti.

3. Sociālā drošība -
 - o Valsts līmenī: valsts piedāvā sociālo atbalstu, piemēram, veselības aprūpi un sociālo nodrošinājumu, kas ir pieejams arī migrantiem, ja viņi atbilst attiecīgajiem kritērijiem.
 - o Pašvaldību līmenī: pašvaldības bieži piedāvā sociālo atbalstu, piemēram, patversmes, bērnu aprūpi un citus sociālos pakalpojumus, kas palīdz migrantiem pielāgoties jaunajai videi.
4. Sabiedrības izglītošana un informēšana -
 - o Valsts līmenī: valsts iestādes veicina izglītotu sabiedrību par migrācijas jautājumiem, risinot problēmas, kas var rasties sabiedrības nezināšanas vai aizspriedumu dēļ.
 - o Pašvaldību līmenī: vietējās pašvaldības bieži rīko vietējās kampaņas un pasākumus, kas palīdz veidot pozitīvu attieksmi pret migrantiem un veicina viņu integrāciju sabiedrībā.

2. Bibliotēku institucionālā un administratīvā darbība

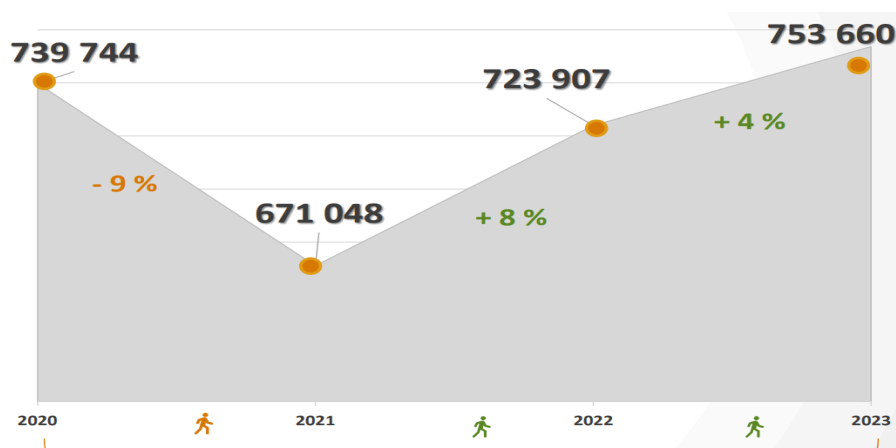
Latvijas bibliotēku tīkls aptver visu valsts teritoriju, nodrošinot kvalitatīvus informācijas, kultūras un mūžizglītības pakalpojumus un vēsturiskā un kultūras mantojuma saglabāšanu un pieejamību, veicinot zināšanu un kultūras vērtību nodošanu jaunu zināšanu un kultūras vērtību radīšanai, organizējot lasīšanas veicināšanas aktivitātes, attīstot iedzīvotāju medijpratību un informācijas prasmes, piedāvājot atklātu un iekļaujošu izglītību un tikšanās telpu, veicinot iedzīvotāju sabiedrisko un pilsonisko aktivitāti un visas valsts attīstību.

Latvijas bibliotēku sistēma aptver trīs nozares: valsts, pašvaldību un privāto sektoru. Attiecīgo ministriju pakļautībā esošās publiskā sektora bibliotēkas sniedz atsevišķu nozaru darbībai un attīstībai nepieciešamos bibliotēku pakalpojumus nacionālā un starptautiskā līmenī. Pašvaldību bibliotēkas sniedz bibliotēku pakalpojumus noteiktu administratīvo teritoriju iedzīvotājiem. Privātā sektora bibliotēkas sniedz bibliotēku pakalpojumus savu iestāžu pārstāvjiem. Latvijā ir 6 valsts nozīmes bibliotēkas: Latvijas Nacionālā bibliotēka, Latvijas Universitātes Akadēmiskā bibliotēka, Latvijas Universitātes bibliotēka, Rīga Stradiņš universitātes bibliotēka, Rīgas Tehniskās universitātes zinātniskā bibliotēka, Latvijas dabas zinātņu un tehnoloģiju fundamentālā bibliotēka.

Saskaņā ar teritoriālo iedalījumu Latvijā ir 29 reģionālās galvenās bibliotēkas: Aizkraukles Centrālā bibliotēka, Alūksnes Centrālā bibliotēka, Cēsu Centrālā bibliotēka, Bauskas Centrālā bibliotēka, Dobeles Centrālā bibliotēka, Gulbenes Centrālā bibliotēka, Jēkabpils Centrālā bibliotēka, Jelgavas pilsētas bibliotēka, Jūrmalas Centrālā bibliotēka, Krāslavas Centrālā bibliotēka, Kuldīgas Centrālā bibliotēka, Latgales Centrālā bibliotēka, Liepājas Centrālā zinātniskā bibliotēka, Limbažu Centrālā bibliotēka, Līvānu novada Centrālā bibliotēka, Ludzas Centrālā bibliotēka, Madonas Centrālā bibliotēka, Ogres Centrālā bibliotēka, Preiļu Centrālā bibliotēka, Rēzeknes Centrālā bibliotēka, Rīgas Centrālā bibliotēka, Salaspils novada bibliotēka, Saldus Centrālā bibliotēka, Talsu Centrālā bibliotēka, Tukuma bibliotēka, Valkas novada Centrālā bibliotēka, Valmieras bibliotēka, Ventspils bibliotēka.

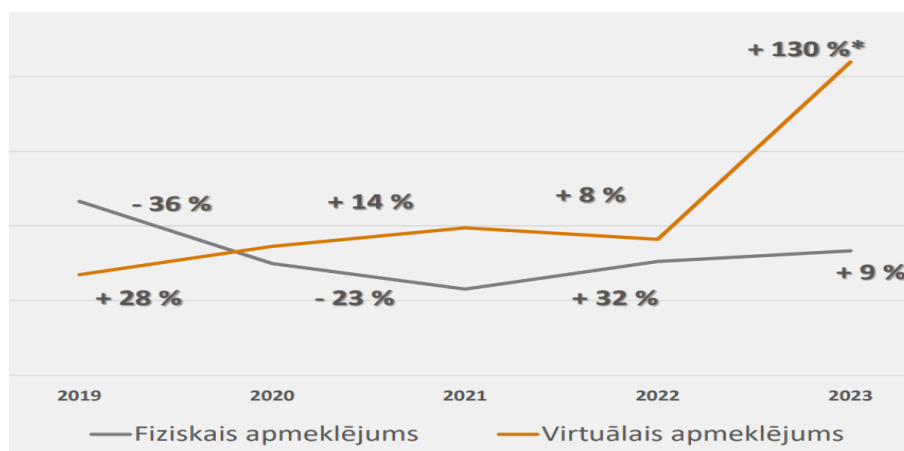
Avots: [bibliotēku sistēma - Biblioteka.lv](http://biblioteku.sistema-biblioteka.lv). Kopumā valstī uz 1000 iedzīvotājiem 1400 bibliotēku. Avots: [Bibliotēkas | kultūras ministrija \(km.gov.lv\)](http://Bibliotekas.kulturas.ministrija.km.gov.lv) (2023. gada dati) - 1 Nacionālā bibliotēka, 30 universitāšu bibliotēkas, 19 koledžu bibliotēkas, 20 speciālās bibliotēkas, 725 pašvaldību publiskās bibliotēkas un 605 izglītības iestāžu bibliotēkas.

Kopējais bibliotēku skaits pēdējos gados ir samazinājies. Tam ir dažādi iemesli galvenokārt valsts iedzīvotāju skaita samazināšanās un administratīvi teritoriālās reformas dēļ. Savukārt aktīvo lietotāju skaitam ir pozitīva dinamika - 2023. gadā tas pieaudzis par 4% (753 660) salīdzinājumā ar 2022. gadu (723 907).



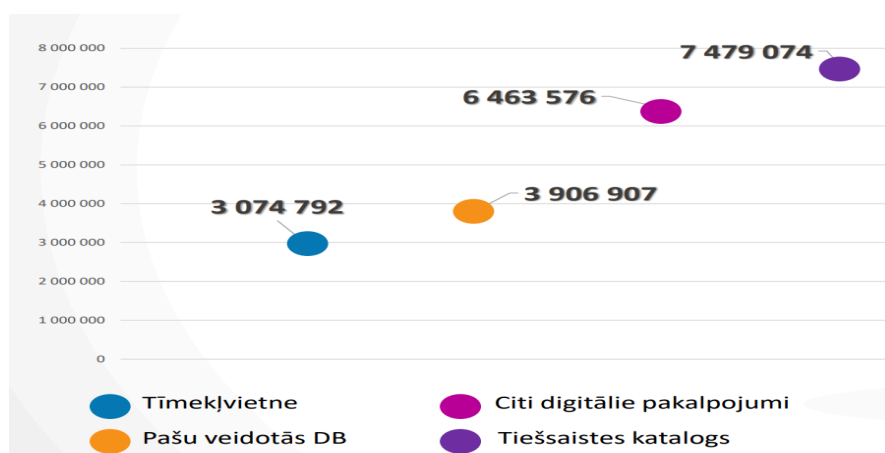
3. Diagramma. Bibliotēkas lietotāju skaits (2020. - 2023.).

Būtiski palielinājies arī bibliotēku apmeklējums - fiziskais apmeklējums par 9% un virtuālais apmeklējums par 130%. Apmeklējumu rādītāji atspoguļo lietotāju paradumu pilnīgu maiņu. Tas skaidrojams ne tikai ar izaicinājumiem, ar kuriem sabiedrība saskārās COVID perioda beigās, bet arī ar bibliotēkas pakalpojumu kāpumu digitālajā vidē. Digitālo pakalpojumu izmantošana ir kļuvusi ļoti populāra, piemēram, dažādas tīmekļa vietnes, e-resursu platformas, tiešsaistes katalogi, datu bāzes utt.



4. Diagramma. Apmeklēt bibliotēkas (2019 – 2023).

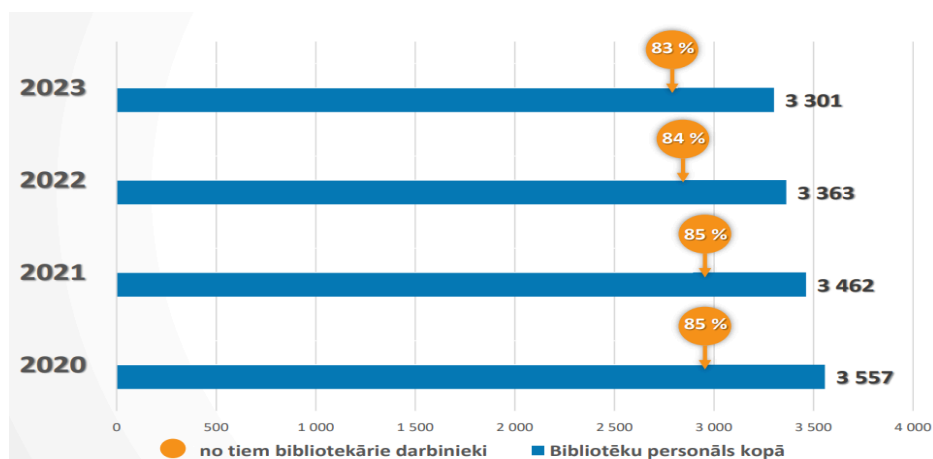
Kopējais izsniegumu apjoms palielinājies par + 40% līdz 29 811 452 vienībām. Tas skaidrojams ar pieaugošo e-resursu izmantošanu. Lietotāji labprāt izvēlas izmantot attālināti pieejamos e-resursus, piemēram, e-grāmatas, digitālos materiālus un dažādas mobilās aplikācijas. Attiecīgi izsniegums uz vienu aktīvu bibliotēkas lietotāju ir 22 vienības, bet uz vienu iedzīvotāju – 8,8 vienības.



5. Diagramma. Digitālo pakalpojumu izmantošana.

Kopumā bibliotēku pakalpojumus izmanto 40% Latvijas iedzīvotāju, bet vidēji iedzīvotāju skaits uz vienu bibliotēku ir 1336. Perspektīvā ir jāstrādā pie tā, lai maksimāli palielinātu iedzīvotāju skaitu, kas izmanto bibliotēku pakalpojumus. Bibliotēku pieejamības princips ir prioritāte: bibliotēkas pakalpojumiem jābūt pieejamiem visiem cilvēkiem kultūras, talantu, izglītības, pētniecības, informācijas un komunikācijas nolūkos. Jānodrošina brīvas informācijas un zināšanu pieejamības princips, kas paredz pieeju iespieddarbiem, elektroniskajām publikācijām un citiem materiāliem bibliotēkās neatkarīgi no to autoru tautības, politiskās, ideoloģiskās, reliģiskās vai citas ievirzes.

Kopējais bibliotēku darbinieku skaits sasniedz 3301 vienību, ieskaitot bibliotekārus un tehnisko personālu, kas ir neliels samazinājums salīdzinājumā ar iepriekšējiem gadiem. Kopumā samazinājums skāris tehniskos darbiniekus. Kopumā kopējais bibliotēkas darbinieku skaits ir apmierinošs un nodrošina bibliotēkas funkcijas.



6. Diagramma. Bibliotēkas darbinieki (2020 - 2023).

Pavisam lietotāju ērtībām uzstādīti 38 bibliomāti, 37 grāmatu nodošanas kastes (24/7), 35 pašapkalpošanās ierīces un 40 grāmatu drošības sistēmas. Avots: [Latvijas bibliotēku statistika kultūras ministrija \(km.gov.lv\)](http://km.gov.lv). Statistikas [statistika](http://statistika.gov.lv).

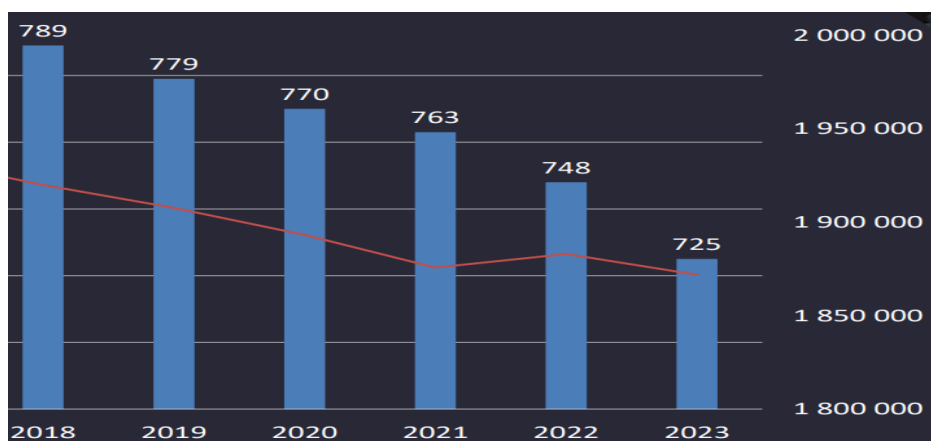
Visas bibliotēkas Latvijā nodrošina lietotājiem kvalitatīvu bezmaksas interneta un WIFI pieeju, pilnībā aprīkotas datoru darbvietas, kas īpaši paredzētas lietotājiem. Turklāt ir dažādi maksas pakalpojumi, piemēram, drukāšana, kopēšana, laminēšana utt.

Bibliotēku darba un tā plānošanas pamatā ir bibliotēku likumu [bibliotēku likums \(likumi.lv\)](http://likumi.lv) un [2023. -2027. gada BIBLIOTĒKU NOZARES STRATĒGIJA 2023. -2027. gadam \(km.gov.lv\)](http://km.gov.lv) akcentējot stratēģiskos virzienus un bibliotēku lomu demokrātiskos un mediju pratības procesos, kopienu stiprināšanā un noturībā, kā arī ar mērķi atbalstīt sabiedrību ar kvalitatīvu pakalpojumu sniegšanu. Dokuments ir cieši saistīts un balstīts uz IFLA nozares gada ziņojumiem par tendencēm (IFLA 1. ziņojums par tendencēm).

Par pašvaldību bibliotēkām:

Projekta mērķauditorija ir pašvaldību publiskās bibliotēkas. Šādas izvēles pamatā ir fakts, ka Kultūras informācijas sistēmu centrs garantē vienotā bibliotēku datu pārraides tīkla pakalpojuma kvalitatīvu darbību vairāk nekā 700 publiskajās bibliotēkās, filiāļu bibliotēkās un bibliotēku ārpakalpojumu punktos visā Latvijas teritorijā. Tas bibliotēkas apmeklētājiem ļauj piekļūt drošai un uzticamai informācijai, oficiālam saturam un globālajam tīmeklim. Vienotais bibliotēku tīkls bibliotēku lietotājiem ļauj ieviest jaunus interaktīvos pakalpojumus. Visām pašvaldību publiskajām bibliotēkām nodrošināta pieeja vienotajam bibliotēku tehniskā nodrošinājuma centram. Avots: [Valsts vienotās bibliotēku informācijas sistēmas kultūras informācijas sistēmu centrs \(kis.gov.lv\)](http://kis.gov.lv).

Kopumā valstī ir 725 pašvaldību publiskās bibliotēkas. Diemžēl pēdējos gados to skaits ir samazinājies, kas skaidrojams ar valsts iedzīvotāju kopskaita negatīvo dinamiku



7. Diagramma. Pašvaldību publisko bibliotēku un valsts iedzīvotāju skaits (2018-2023).

Saskaņā ar statistiku aktīvi bibliotēku lietotāji ir 372 799, kas ir līdz 4% no iepriekšējā gada. Fiziskā apmeklētība sasniedz pat 4 508 718 reizes, par 11 procentiem pārsniedzot pagājušā gada rādītājus. Virtuālā apmeklētība ir sasniegusi rekordaugstus rādītājus 13,990,150 reizes, kas ir par 278% vairāk nekā iepriekšējā gada rezultāti. Kā minēts iepriekš, lietotāji labprāt izvēlas izmantot attālināti pieejamos e-resursus, piemēram, e-grāmatas, digitālos materiālus un dažādas mobilās aplikācijas. Tas pozitīvi ietekmē kopējo izsniegumu skaitu, kas ir 9,268,382 vienības, par 16% pārsniedzot iepriekšējā gada rādītājus. Aptuveni 20% Latvijas iedzīvotāju izmanto publisko bibliotēku pakalpojumus. Rādītājs ir salīdzinoši zems, tāpēc aktīvi jādome par iekļaujošas un pieejamas bibliotēku vides nodrošināšanas gan fiziski, gan virtuāli. Tuvākajā nākotnē jāplāno kā tālāk attīstīt esošos un piedāvāt jaunus informācijas pakalpojumus, kā arī paplašināt bibliotēku pakalpojumus tiešsaistē.

2023. <https://www.km.gov.lv/lv/statistika-bibliotekas> publiskajās bibliotēkās strādā 1852 darbinieki. Reģionālajā centrālajā bibliotēkā strādā vidēji 15 - 20 darbinieki, bet novada lauku bibliotēkās 1-3.

III. Bibliotēku kā migrantu integrācijas telpu iedvesmojošā prakse

Bibliotēkas veic lielu darbu, lai nodrošinātu trešo valstu valstspiederīgo integrāciju vietējā sabiedrībā un to piekļuvi informācijai, sociālajai un kultūras integritātei. Kā uzlabot šo darbu?

Lai rastu atbildes uz šiem jautājumiem, KISC darba grupa projekta "Bibliotēku tilti: trešo valstu valstspiederīgo integrācijas un iekļaušanas veicināšana Eiropā, izmantojot bibliotēkas un vietējās partnerības" ietvaros izstrādāja bibliotēku aptaujas anketu <https://forms.office.com/e/OpRHZxAVXZ>. Anketas saturs tika veidots, lai iegūtu informāciju par bibliotēku pieredzi darbā ar trešo valstu valstspiederīgajiem viņu kopienās - kādi pasākumi, nodarbības, valodu kursi, radošās darbnīcas un citas aktivitātes ir organizētas; izmantotie novatoriskie darba veidi; kādi bibliotēkas pakalpojumi tiek piedāvāti šai auditorijai; kādus pakalpojumus un darba veidus būtu vērts padziļināti attīstīt tālāk. Anketa un uzaicinājums iepazīties ar projektu publicēts LR Kultūras ministrijas Ziņu lapā, kurā pašvaldību publiskās

bibliotēkas aicinātas piedalīties ES [līdzfinansētajā projektā LIBRI | KULTŪRAS ministrija \(km.gov.lv\)](#), KISC mājaslapā, kurā pašvaldību publiskās bibliotēkas aicinātas piedalīties ES līdzfinansētajā projektā LIBRI (www.kis.gov.lv), KISC sociālajā medijā Facebook, Latvijas bibliotēku portālā <https://www.biblioteka.lv/kisc-libri-2024/>, kā arī nosūtīti individuāli e-pasti bibliotēkām. Mēneša laikā tika saņemtas 26 atbildes. Augusta sākumā KISC projekta komanda apkopoja un analizēja saņemtās atbildes. Ieguvums bija ļoti vērtīgs un interesants. Daudzām bibliotēkām ir ievērojama pieredze, ir notikuši daudzi un dažādi pasākumi un nodibināti kontakti ar trešo valstu valstspiederīgo vietējo kopienu. Tie pārsvarā ir ukraiņu tautības cilvēki, kas nonākuši Latvijā Krievijas - Ukrainas kara rezultātā. Pēc mūsu respondentu domām, migrantu kopienas no citiem reģioniem, piemēram, Āzijas un Āfrikas valstīm, bibliotēkas pakalpojumus izmanto retāk, pārsvarā lai piekļūtu internetam. Projekts turpinās analizēt vai šajās kopienās ir nepieciešams atbalsts, kā arī mēģinās izprast iemeslus, kāpēc šīs auditorijas pārstāvji bibliotēkas apmeklē samērā reti.

Līdzdalība dažādos projektos ir veids, kā veicināt sabiedrības līdzdalību kopienu kultūras, izglītības un vienotības procesos, kas ir būtisks demokrātiskas, taisnīgas un ilgtspējīgas sabiedrības attīstības nosacījums. Tāpat bibliotēku darbība ne tikai atbalsta ilgtspējīgas attīstības mērķu sasniegšanu, bet arī tos piepilda ar savu darbību. Tomēr dažkārt vairākām Kopienas grupām bibliotēku pakalpojumi nav pieejami vai neatbilst to interesēm un vajadzībām. Īpaša uzmanība šeit būtu jāvelta neaizsargātām sociālajām grupām, piemēram, senioriem, kuriem var draudēt palikšana digitālās plaisas otrā pusē, kā arī trešo valstu valstspiederīgajiem, kuri nesen ieradušies valsts teritorijā. To iesaistīšanai vietējās kopienās nepieciešams rūpīgs darbs, kas vērsts uz kopienu kohēziju, kopīgām vērtībām un kultūras daudzveidību.

Lai sasniegtu šo mērķi, pašvaldību publiskajām bibliotēkām jāklūst par līdzvērtīgu partneri pašvaldību pakalpojumu pārvaldībā līdzās citām pašvaldību struktūrvienībām, attīstot sadarbību ar pašvaldību, dažādiem vietējās Kopienas pārstāvjiem, iedzīvotājiem, kultūras un etniskajām biedrībām un nevalstiskajām organizācijām. Tādējādi bibliotēkas iesaistās iedzīvotāju interešu pārstāvēniecībā pašvaldību attīstības plānošanā, meklējot inovatīvus un radošus risinājumus. Bibliotēkām jāturpina izglītēt un konsultēt kopienu ilgtspējīgas attīstības mērķu noteikšanā un sasniegšanā. Bibliotēku darba organizācijas pamatā ir ne tikai pamatpakalpojumi, bet arī vairāki programmu izstrādāti stūrakmeņi lasīšanas veicināšanai, jo īpaši bērniem un jauniešiem; literatūras veicināšanas pasākumi; veicināt sabiedrības informētību, medijpratību, digitālo pratību un valsts valodas zināšanas; veicināt izpratni par kopējām Eiropas vērtībām un veicināt kultūras daudzveidību, pilsoniskumu un demokrātiju sabiedrībā.

Attiecīgi vērtīgākās atbildes uz anketas jautājumiem tika saņemtas no šādām bibliotēkām: Jelgavas pilsētas bibliotēka, Jēkabpils novada bibliotēka, Latgales Centrālā bibliotēka, Liepājas Centrālā zinātniskā bibliotēka, Ogres Centrālā bibliotēka, Rīgas Centrālā bibliotēka, Salaspils novada bibliotēka, Saldus novada bibliotēka, Siguldas novada bibliotēka un Ventspils bibliotēka.

Tās sadarbojās ar citām iestādēm, piemēram, Daugavpils Valsts pilsētas Izglītības pārvaldi, novada pašvaldību, ukraiņu un baltkrievu apvienībām, Liepājas novada fondu, Ukrainas vēstniecību, sabiedriskajiem centriem, Ukrainas atbalsta biedrību "Товариство підтримки України", Rīgas Valsts domi, Rīgas pilsētas apkaimju iedzīvotāju centriem, ukraiņu kultūras



biedrību "Kobzar", Ventspils tehnikuma lektori ukrainieti Odarku Kukits, kura koordinē ukraiņu iekļaušanu, Ventspils Izglītības pārvaldi, skolām, Ventspils Augstskolu u.c. Savāktās iniciatīvas ir uzskaitītas pievienotajā tabulā.

Secinājumi

legūtie dati ļauj secināt, ka trešo valstu valstspiederīgo auditorijai piedāvātie bibliotēku pakalpojumi ir daudzšķautņaini un kvalitatīvi. Pakalpojumu klāsts lielā mērā nodrošina šīs auditorijas indivīdu veiksmīgu integrāciju vietējā sabiedrībā. Pirmkārt, bibliotēkas trešo valstu valstspiederīgajiem sniedz oficiālu valsts un pašvaldību informāciju par uzturēšanās apstākļiem, izglītību, pašizglītību un darba iespējām. Ir neierobežota pieeja bibliotēku krājumiem, ziņu avotiem, kā arī bibliotēku infrastruktūrai – datoru darbstacijām ar interneta pieslēgumu/Wi-Fi. Bibliotēkās notiek visdažādākie tematiskie pasākumi gan pieaugušajiem, gan bērniem, kas veicina viņu izpratni par mūsu valsti, kultūru un valodu. Integrācijas procesu lielā mērā veicina bibliotekāru individuālās konsultācijas un atbalsts. Šajā jomā vēl daudz darāmā. Ir jāapmāca bibliotekāri, kā labāk uzrunāt un apkalpot trešo valstu valstspiederīgos. Pieredzes un labās prakses apmaiņa nozarē ir svarīga, jo daudzas pašvaldības šo darbu ir veikušas ļoti labi, bet citas ne. Trešo valstu valstspiederīgo situācija ir atšķirīga, daudzas personas ļoti labi paļaujas uz esošo atbalsta iniciatīvu apkopojumu un ir izveidojušas spēcīgas saites ar vietējo sabiedrību, cita trešo valstu valstspiederīgo daļa vairāk vēlas paļauties galvenokārt uz solidaritātes un kultūras pasākumiem savā kultūras kopienā un tādējādi ierobežot bibliotēku apmeklējumus. Projekta mērķis būs arī izvērtēt, vai šajās kopienās ir nepieciešams atbalsts, izprast iemeslus, kāpēc tās ierodas bibliotēkā retāk, un vai ir nepieciešamas jaunas stratēģijas, kas vērstas uz tām. LIBRI projekta uzstādījums un veicamie uzdevumi noteikti veicinās un uzlabos integrācijas darbu, vīrzošas jaunas idejas un darba pieredzi uz kopīgu mērķi iekļaujošas sabiedrības veidošanā, kā arī jaunu auditoriju sasniegšanā.





Library Bridges: Promoting the integration and inclusion of third country nationals in Europe through libraries and local partnerships

Raport de sinteză

Repertoriu de practici inovative în România



comunitățile viitorului



ANVITA
ASSOCIATION NATIONALE
DES VILLAGES FRONTIÈRES ASSOCIATION



Biblioteche Senza Frontiere
ITALIA



Culture Information
Systems Centre
Republic of Latvia



FRSI



Co-funded by
the European Union

Autori și metodologie

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Metodologie

Acest raport se bazează pe o abordare metodologică mixtă, combinând cercetarea documentară și răspunsurile de la un chestionar online.

Cercetarea documentară a implicat revizuirea documentelor disponibile publicului, a rapoartelor guvernamentale și a publicațiilor instituționale, a siturilor web, concentrându-se în special pe peisajul migrației în România și pe rolul bibliotecilor în sprijinirea persoanelor TCN. Datele colectate pot fi consultate în anexa Romania-WP2_COLLECT OF DATA - Good practices.

A fost realizat un sondaj prin intermediul KoboToolbox cu bibliotecile care deservește comunități vorbitoare de limba română, cu scopul de a înțelege serviciile acestora, în special cele oferite către persoanele TCN. Sondajul a fost deschis între 3 și 20 septembrie 2024 și a colectat răspunsuri de la opt biblioteci, patru din România și patru din Republica Moldova, acoperind aspecte precum demografia, nevoile și provocările în accesarea serviciilor.

I. Contextul național general

România, situată în Europa de Sud-Est, se învecinează cu Marea Neagră și țările vecine, ceea ce o face un important punct de răscruce culturală. Cu o suprafață de 238.397 km², este a douăsprezecea cea mai mare națiune din Europa, cu o populație de 19 milioane de locuitori¹⁶⁶ – 89% români etnici și minorități precum maghiari (7,1%), romi (2,98%) și germani (0,5%)¹⁶⁷. Capitala, București, găzduiește aproximativ 2 milioane de locuitori. În ciuda urbanizării rapide, mulți români locuiesc încă în mediul rural, unde agricultura rămâne esențială¹⁶⁸. România a experimentat o emigrație masivă, în special între anii 1900 și 1910, când 250.000 de români au emigrat în SUA. După era comunistă, post-1989, imigrația a crescut pentru reunificarea familiei, investiții și azil.¹⁶⁹

De la aderarea la Uniunea Europeană în 2007, România a devenit o destinație mai atractivă pentru imigranți, în special din țările vecine, precum Moldova, Turcia, China și diverse națiuni asiatice. Până în 2020, aproximativ 136.407 străini trăiau în România, dintre care 61,8% erau resortisanți ai țărilor terțe (TCN), provenind în principal din Moldova, Turcia și Siria. România servește și ca țară de tranzit pentru migranți din Orientul Mijlociu și Africa, contribuind la creșterea cererilor de azil, în special din partea persoanelor care fug de conflictele din Siria și Afganistan.¹⁷⁰

Până la sfârșitul anului 2020, existau aproximativ 83.783 de persoane TCN și 60.489 de cetățeni ai UE care locuiau în România¹⁷¹, cu creșteri constante datorate migrației pentru muncă și cererilor de azil. În 2022, migrația a devenit principala forță de creștere a populației pentru

¹⁶⁶ Demografia României. <https://www.worldometers.info/demographics/romania-demographics/>. Accesat la 16 iunie 2024.

¹⁶⁷ INS. <http://statistici.insse.ro:8077/tempo-online/#/pages/tables/insse-table>. Accesat la 16 iunie 2024.

¹⁶⁸ Țările europene după suprafață. <https://www.britannica.com/topic/European-countries-by-area>. Accesat la 16 iunie.

¹⁶⁹ Negrut, S. Cetățenie și migrație în România în perioada 1865–1938 (2017). În *Revista română de sociologie*, (pp. 201-226).

¹⁷⁰ Rentea, G. C. *De la imigranți la cetățeni români: experiențe ale integrării și motivații pentru obținerea cetățeniei* (2013).

București: Editura Universității din București.

¹⁷¹ Inspectoratul General pentru Imigrări. <https://iqi.mai.gov.ro/en/>. Accesat la 21 iunie 2024.

prima dată, cu un sold migrator internațional net de peste 85.000 de imigranți mai mult decât migranți.

În 2023, 9% dintre imigranți provin din Nepal, acesta fiind cel mai important contributor la populația străină. Urmează îndeaproape persoanele din Turcia, cu 8%, și cele din Italia și Sri Lanka, cu câte 7%¹⁷². În timp ce migrația din Italia și Turcia este atribuită legăturilor istorice și prezenței unor comunități locale bine stabilite, migrația din Nepal și Sri Lanka este explicată prin acordurile internaționale de muncă semnate între țările de origine respective și România. Prezența lucrătorilor migranți în România din aceste țări sugerează un flux structurat și reglementat, probabil determinat de oportunitățile specifice de angajare rezultate din acordurile bilaterale.

Profilul demografic indică faptul că bărbații constituiau 71.44% dintre imigranți, cu diverse motivații, inclusiv muncă, reunificare familială, studii sau căutarea protecției internaționale⁷.

Distribuția resortisanților țărilor terțe în România reflectă o concentrare în zonele urbane care oferă oportunități mai bune de angajare și educație. Bucureștiul rămâne principala destinație pentru mulți imigranți - 26% din această populație a ales să se stabilească în capitală. Cunoscut pentru perspectivele sale economice, oportunitățile abundente de angajare, instituțiile de învățământ și atractivitatea generală, Bucureștiul servește drept magnet atât pentru rezidenții naționali, cât și pentru cei străini. Oportunitățile diverse ale capitalei au transformat-o în mod evident într-un centru important pentru imigrație. În afara capitalei, alte regiuni cu concentrații notabile de rezidenți străini includ Ilfov, Timiș, Cluj și Constanța. Aceste zone, caracterizate prin dezvoltare economică, sunt puncte fierbinți în care angajatorii caută o forță de muncă sporită. Combinația strategică de oportunități economice și atribute locale specifice a făcut ca aceste județe să fie atractive pentru diferite categorii de migranți. Ca urmare, acestea găzduiesc împreună peste jumătate din totalul populației străine din România⁷.

Agresiunea rusă împotriva Ucrainei a provocat unele fluctuații ale populației, peste 83.765 de refugiați ucraineni având reședința în România la sfârșitul anului 2023 (jumătatea lunii decembrie). Valoarea este mult mai mică decât cea a beneficiarilor Directivei de Protecție Temporară (aproximativ 150.000 de ucraineni înregistrați în total) și mult sub cea a ucrainenilor care au intrat în România, prin frontierele directe sau prin Republica Moldova - 5.183.432). Bucureștiul rămâne destinația principală pentru mulți migranți, cu aproape 50.000 de refugiați ucraineni înregistrați, în timp ce alte județe precum Constanța (17.000), Maramureș (15.000), Galați (13.000) și Suceava (9.500) găzduiesc, de asemenea, un număr considerabil¹⁷³. Aproape 73% dintre refugiații ucraineni înregistrați sunt femei, iar mulți sunt copii, subliniind necesitatea continuă de sprijin și servicii dedicate acestor populații vulnerabile.¹⁷⁴

Odată ce refugiații primesc protecție temporară, ei se pot înscrie în sistemul de învățământ românesc la orice nivel, pot accesa cursuri de consiliere lingvistică și psihopedagogică, pot trece în clasa a IX-a fără examen, pot susține Bacalaureatul și se pot înscrie la facultate, unde pot primi burse de stat. Acesta este un bun exemplu al modului în care Guvernul României se adaptează la o situație neprevăzută.

¹⁷² Cosciug, Anatolie; Cosciug, Andriana; Porumbescu, Alexandra; Kyrychenko, Viktoriia; Mercea, Andreea (2024). *Bridging Communities: An Exploratory Study on Labor Immigration in Romania*.

¹⁷³ Bărbăntan, Alin. *Câți refugiați ucraineni se aflau în România, la final de 2023. Câți sunt înscriși la școală și lucrează aici*. <https://www.romaniacurata.ro/cati-refugiati-ucraineni-se-aflau-in-romania-la-final-de-2023-cati-sunt-inscrisi-la-scoala-si-lucreaza-aici/>. Accesat la 16 iunie, 2024.

¹⁷⁴ UNHCR România *Prezentare generală anuală 2023: Actualizare privind situația refugiaților din Ucraina, 31 decembrie 2023*. <https://reliefweb.int/report/romania/unhcr-romania-annual-2023-overview-ukraine-refugee-situation-update-31-december-2023>. Accesat la 16 iunie 2024.

Deși peste 5 milioane de ucraineni au trecut prin România (majoritatea în tranzit), capacitatea totală de cazare a refugiaților în țara noastră este de 51.000 - Constanța (cu 10.000), București (cu 4.300) și Brașov (cu 2.400) sunt orașele cu cele mai multe locuri de cazare disponibile. În afară de cazare, societatea civilă, autoritățile locale și mediul academic și-au propus să ajute refugiații prin Planul de Răspuns al României pentru Refugiați¹⁷⁵. De asemenea, Comisia Europeană a oferit României fonduri de aproape 420 de milioane de euro pentru adăposturi, alimente, asistență medicală sau personal pentru sprijinirea refugiaților. Din păcate, România a beneficiat doar de o treime din aceste fonduri, în principal din cauza birocrăției și întârzierilor din partea guvernului¹⁷⁶.

a) Contextul instituțional, politic și legislativ referitor la migrație

România funcționează ca o republică democratică parlamentară cu un sistem semi-prezidențial, având atât un Prim-Ministru, cât și un Președinte. Coaliția guvernamentală actuală este formată din trei partide principale: Partidul Social Democrat (PSD), Partidul Național Liberal (PNL) și Uniunea Democrată a Maghiarilor din România (UDMR/RMDSZ)¹⁷⁷. Acest cadru multipartit facilitează schimbări regulate de putere prin alegeri competitive.

De la aderarea la Uniunea Europeană în 2007, România și-a actualizat legislația privind migrația pentru a se alinia cu reglementările UE. Țara a ratificat mai multe texte internaționale cheie privind drepturile omului, inclusiv Convenția Europeană a Drepturilor Omului și Pactul Internațional privind Drepturile Civile și Politice. Aceste angajamente subliniază dedicarea României față de libertățile civile, deși provocările persistă, în special în ceea ce privește discriminarea împotriva minorităților și influența oamenilor de afaceri cu motivații politice asupra presei.

Cadrul legal al României pentru migrație¹⁷⁸ este conturat de acte legislative cheie. Ordonanța de Urgență a Guvernului nr. 194/2002¹⁷⁹ stabilește drepturile și obligațiile străinilor, în timp ce Ordonanța Guvernului nr. 25/2014¹⁸⁰ reglementează angajarea cetățenilor non-UE. În sectorul azilului, Legea nr. 122/2006¹⁸¹ guvernează procedurile pentru solicitanții de azil, detaliind drepturile și procesele de aplicare ale acestora. Dezvoltările legislative recente includ modificările aduse în mai 2023, care au limitat durata în care solicitanții de azil pot rămâne în România pe parcursul procesului de aplicare și au permis experților EUAA să gestioneze mai eficient cererile de azil.

Războiul în desfășurare dintre Rusia și Ucraina a avut un impact semnificativ asupra României, ducând la un aflus substanțial de refugiați. În iunie 2024, a fost adoptată Ordonanța de Urgență

¹⁷⁵ Planul regional de răspuns privind situația refugiaților. <https://data.unhcr.org/en/documents/details/106796>. Accesat Jul. 18, 2024.

¹⁷⁶ Reprezentanta CE în România: UE a alocat jumătate de miliard de euro pentru refugiați, Guvernul a folosit o treime. <https://romania.europalibera.org/a/bani-europeni-pentru-ucraineni-interviu-one2one-ramona-chiriac/32415702.html>. Accesat September 28, 2024.

¹⁷⁷ România - alegerile generale din 2020. <https://www.politico.eu/europe-poll-of-polls/romania/>. Accesat la 18 iulie 2024.

¹⁷⁸ Guvernanța integrării migranților în România. https://migrant-integration.ec.europa.eu/country-governance/governance-migrant-integration-romania_en. Accesat la 18 iulie 2024.

¹⁷⁹ Ordonanță de urgență nr. 194 din 12 decembrie 2002 (**republicată**) privind regimul străinilor în Români. <https://legislatie.just.ro/Public/DetaliiDocument/41005>. Accesat la 25 iulie 2024.

¹⁸⁰ Ordonanță nr. 25 din 26 august 2014 privind încadrarea în muncă și detașarea străinilor pe teritoriul României și pentru modificarea și completarea unor acte normative privind regimul străinilor în România. <https://legislatie.just.ro/Public/DetaliiDocument/160962>. Accesat la 25 iulie 2024.

¹⁸¹ Lege nr. 122 din 4 mai 2006 privind azilul în România. <https://legislatie.just.ro/Public/DetaliiDocumentAfis/71808>. Accesat la 25 iulie 2024.

nr. 96/2024¹⁸² pentru a oferi asistență umanitară și sprijin refugiaților ucraineni, stabilind un cadru legal pentru integrarea lor. În plus, România continuă să ofere protecție temporară pentru aproximativ 51.984 de refugiați ucraineni, solicitându-le să se înregistreze la agențiile de ocupare a forței de muncă pentru a primi asistență financiară pentru locuință și subzistență.

b) Ecosistemul părților interesate implicate la nivel național.

În România, gestionarea migrației și integrarea acesteia implică un ansamblu divers de părți interesate la nivel național, incluzând agenții guvernamentale, organizații non-guvernamentale (ONG-uri) și instituții culturale.

Competențele privind migrația sunt împărțite între actori instituționali interesați la nivel național și local:

Agenții guvernamentale:

- *Ministerul Afacerilor Interne*¹⁸³ – Acest minister servește ca principal organism guvernamental responsabil pentru politicile de imigrație, controlul frontierelor și procedurile de azil. El stabilește cadrul legal pentru gestionarea migrației;
- *Inspectoratul General pentru Imigrări*¹⁸⁴ – Subordonată Ministerului Afacerilor Interne, această agenție supraveghează procesele de imigrare, gestionează cererile de azil și coordonează eforturile de integrare a migranților, inclusiv a resortisanților țărilor terțe. Inspectoratul General pentru Imigrări este principalul organism care supraveghează politica în materie de migrație, coordonându-se cu autoritățile locale pentru a se asigura că resortisanții țărilor terțe beneficiază de servicii adecvate.
- *Agencia Națională pentru Ocuparea Forței de Muncă*¹⁸⁵: Această agenție se concentrează pe facilitarea integrării pe piața muncii pentru migranți, asistându-i în găsirea unui loc de muncă și în navigarea provocărilor de pe piața muncii.
- Alți actori, precum UNHCR și Autoritatea Națională pentru Protecția Drepturilor Copilului și Adopție, colaborează cu autoritățile locale și ONG-urile pentru a aborda problemele legate de migrație, în special în sprijinirea familiilor afectate de migrația forței de muncă.

Aceste instituții sunt ghidate de legislație, cum ar fi Legea nr. 178/2019¹⁸⁶, care modifică Ordonanța Guvernului nr. 44/2004¹⁸⁷ pentru a aborda integrarea socială a străinilor.

Mai multe ONG-uri joacă un rol crucial în sprijinirea migranților, printre care:

- **AIDRom**¹⁸⁸: Această organizație oferă sprijin pentru integrarea beneficiarilor de protecție internațională, abordând nevoi precum locuința, ocuparea forței de muncă și serviciile sociale.

¹⁸² Ordonanță de urgență nr. 96 din 28 iunie 2024 privind acordarea de sprijin și asistență umanitară de către statul român cetățenilor străini sau apatrizilor aflați în situații deosebite, proveniți din zona conflictului armat din Ucraina. <https://legislatie.just.ro/Public/DetaliiDocument/284711>. Accesat la 28 iulie 2024.

¹⁸³ Ministerul Afacerilor Interne. <https://www.mai.gov.ro/>. Accesat la 13 Aug., 2024.

¹⁸⁴ Inspectoratul General pentru Imigrări. <https://iqi.mai.gov.ro/>. Accesat la 13 Aug., 2024.

¹⁸⁵ Agenția Națională pentru Ocuparea Forței de Muncă. <https://www.anofm.ro/>. Accesat la 13 Aug., 2024.

¹⁸⁶ Lege nr. 178 din 10 octombrie 2019 pentru modificarea și completarea Ordonanței Guvernului nr. 44/2004 privind integrarea socială a străinilor care au dobândit protecție internațională sau un drept de ședere în România, precum și a cetățenilor statelor membre ale Uniunii Europene și Spațiului Economic European. <https://legislatie.just.ro/Public/DetaliiDocumentAfis/218949>. Accesat 8 Sep. 2024.

¹⁸⁷ Ordonanță nr. 44 din 29 ianuarie 2004 privind integrarea socială a străinilor care au dobândit o formă de protecție în România. <https://legislatie.just.ro/Public/DetaliiDocumentAfis/49507>. Accesat Sep. 8, 2024.

¹⁸⁸ Asociația Ecumenică a Bisericilor din România. <https://www.aidrom.ro/>. Accesat la 26 Aug., 2024.

- **Centrul de Integrare pentru Migranți Brașov**¹⁸⁹: Acest centru sprijină eforturile locale de integrare, oferind resurse și suport pentru a ajuta migrații să se adapteze la viața în România.
- **Coaliția pentru Drepturile Migranților și Refugiaților (CDMiR)**¹⁹⁰: Această coaliție pledează pentru drepturile migranților și refugiaților, participând la discuții politice pentru a le amplifica vocile.

Ministerul Culturii contribuie, de asemenea, la gestionarea migrației prin promovarea drepturilor culturale și asigurarea accesului migranților la resurse culturale, esențiale pentru promovarea incluziunii sociale.¹⁹¹

- **La nivel național:** Agențiile guvernamentale creează politici, reglementări și cadre pentru a asigura conformitatea cu standardele internaționale. Ele furnizează liniile directoare generale pentru gestionarea migrației.
- **La nivel local:** Autorități locale și ONG-uri, atât locale (Asociația „Radautiul Civic”, MureșHub, Centrul de Integrare a Migranților Brașov, Centrul de Resurse Civice Constanța, Centrul de Zi Împreună Brăila, Asociația „Sus inima” Sibiu etc.) și naționale (Acțiunea împotriva Foametei/ACF, Asociația Ecumenică a Bisericilor din România/AIDRom, ICAR, Fundația Terre des hommes România, Fundația Consiliului Național Român pentru Refugiați/CNRR, Asociația Hands Across Romania etc.), implementează direct aceste politici, adresându-se nevoilor imediate ale migranților. Acestea oferă servicii precum cursuri de limbi străine, asistență pentru angajare și servicii sociale adaptate pentru a facilita integrarea în comunitate.

Afluxul recent de refugiați ucraineni din cauza conflictului actual a influențat semnificativ acest ecosistem. Începând cu anul 2022, numărul ONG-urilor care acordă asistență refugiaților ucraineni a crescut substanțial, sute de organizații schimbându-și orientarea către asigurarea nevoilor de bază, educație, sprijin financiar, asistență pentru locuințe și asistență medicală. Services Advisor România¹⁹² este un instrument online conceput pentru a oferi sprijin vital refugiaților care locuiesc în România. Este o platformă inovatoare care oferă o hartă interactivă, conectând refugiații cu serviciile umanitare esențiale din vecinătatea lor, găsiți servicii esențiale precum educație, sănătate, asistență juridică și asistență socială în România. Oferă un instrument de căutare ușor de utilizat, care permite persoanelor să acceseze detalii despre serviciile disponibile în funcție de locație și de nevoile lor specifice și conectează oamenii cu organizații și instituții de încredere, verificate.

II. Contextul teritorial al migrației

c) Funcționarea instituțională și administrativă a autorităților locale

Gestionarea migrației în România operează la mai multe niveluri de guvernare, cu roluri distincte pentru autoritățile naționale, regionale și locale.

La nivel regional, *Consiliile Județene* joacă un rol esențial în coordonarea răspunsurilor locale la migrație, inclusiv furnizarea de servicii sociale și programe de integrare. Ele colaborează strâns

¹⁸⁹ Centrul de Integrare pentru Migranți Brașov. <https://migrantbrasov.ro/>. Accesat la 26 Aug., 2024.

¹⁹⁰ Coaliția pentru Drepturile Migranților și Refugiaților. <https://cdmir.ro/>. Accesat la 26 Aug., 2024.

¹⁹¹ Pagina de ajutor pentru refugiați pe site-ul Ministerului Culturii [https://www.cultura.ro/ajutor-refugiati si https://www.cultura.ro/institutiile-subordonate-ministerului-culturii-actiunea-pentru-sustinerea-refugiailor](https://www.cultura.ro/ajutor-refugiati-si-https://www.cultura.ro/institutiile-subordonate-ministerului-culturii-actiunea-pentru-sustinerea-refugiailor). Accesat la 20 septembrie 2024.

¹⁹² Services Advisor. <https://romania.servicesadvisor.net/en/search>. Accesat 8 Sep. 2024.

cu municipalitățile, ONG-urile și organizațiile internaționale pentru a îmbunătăți sprijinul oferit persoanelor TCN. De asemenea, Centrele Regionale pentru Cazarea și Procedurile pentru Solicitanții de Azil, situate în șase orașe (București, Galați, Giurgiu, Șomcuta Mare, Rădăuți și Timișoara), oferă servicii esențiale solicitanților de azil, facilitând integrarea lor în comunitățile locale¹⁹³.

La nivel local, municipalitățile și consiliile locale sunt responsabile de asigurarea accesului migranților la locuințe, educație, sănătate și alte servicii sociale. Ele colaborează adesea cu ONG-uri și organizații comunitare pentru a implementa programe de integrare. Centrele Locale de Integrare oferă consiliere, orientare culturală, cursuri de limbi străine și alte servicii esențiale pentru persoanele TCN, ajutându-i să acceseze serviciile de sănătate și piața muncii. Orașe precum Cluj-Napoca și București, de exemplu, au astfel de centre special concepute pentru a răspunde nevoilor persoanelor TCN.

Mai multe ONG-uri, inclusiv AIDRom și Fundația ICAR, colaborează îndeaproape cu autoritățile locale pentru a oferi servicii de integrare și pentru a susține drepturile persoanelor TCN. Această structură de guvernare colaborativă, la mai multe niveluri, ajută la asigurarea faptului că migranții primesc sprijinul de care au nevoie.

În plus, municipalitățile și consiliile locale sunt responsabile de gestionarea instituțiilor culturale și educaționale, cum ar fi bibliotecile publice. Această poziționare a bibliotecilor în cadrul administrației publice reprezintă o oportunitate de a dezvolta proiecte comunitare durabile care să promoveze incluziunea persoanelor TCN.

d) Funcționarea instituțională și administrativă a bibliotecilor

Sistemul bibliotecar din România joacă un rol crucial în incluziunea socială, având o rețea extinsă de 1.914 biblioteci active, inclusiv Biblioteca Națională și Biblioteca Academiei Române, conform datelor din 2022¹⁹⁴. Fiecare dintre cele 41 de județe este deservit de o bibliotecă județeană, care funcționează ca un centru pentru serviciile bibliotecilor publice, oferind sprijin profesional bibliotecilor locale.

Aceste biblioteci oferă acces la resurse educaționale, conectivitate la internet și activități culturale. Asociația Națională a Bibliotecarilor și Bibliotecilor Publice din România (ANBPR)¹⁹⁵ este implicată în promovarea acestor servicii. Cu toate acestea, incluziunea socială nu a fost, în mod tradițional, un obiectiv strategic pentru bibliotecile publice din România și nici nu există o orientare legislativă clară la nivel național cu privire la această problemă. Inițiative legislative, precum guvernarea Centrului Cultural Multifuncțional din Ordonanța de Urgență nr. 118/2006¹⁹⁶, includ în cadrul lor spațiu pentru ca aceste centre locale să sprijine integrarea persoanelor TCN. De la începutul crizei din Ucraina, în 2022, bibliotecile au inițiat diverse programe mici pentru a îmbunătăți integrarea educațională și culturală a persoanelor TCN. Înainte de aceasta, bibliotecile publice nu abordau în mod specific nevoile imigranților.

¹⁹³ *Lege nr. 178 din 10 octombrie 2019 pentru modificarea și completarea Ordonanței Guvernului nr. 44/2004 privind integrarea socială a străinilor care au dobândit protecție internațională sau un drept de ședere în România, precum și a cetățenilor statelor membre ale Uniunii Europene și Spațiului Economic European. Loc. cit.*

¹⁹⁴ *Comisia Națională a Bibliotecilor. Raport pentru sistemul național de biblioteci pentru perioada 2019-2022.* <https://cnb.org.ro/wp-content/uploads/2023/12/raport-cnb-2019-2022.pdf>. Accesat la 19 Sept, 2024.

¹⁹⁵ ANBPR. <https://anbpr.org.ro/>. Accesat la 10 Sep., 2024.

¹⁹⁶ *Ordonanță de urgență nr. 118 din 21 decembrie 2006 (*actualizată*) privind înființarea, organizarea și desfășurarea activității așezămintelor culturale (actualizată până la data de 29 septembrie 2014*).* <https://legislatie.just.ro/Public/DetailsDocument/78022>. Accesat la 10 Sep., 2024.

În 2023, ANBPR a organizat conferința „Biblioteci pentru comunități incluzive”¹⁹⁷, un eveniment care a pus accent pe persoanele TCNi și a reunit reprezentanți ai bibliotecilor din întreaga țară³². Biblioteca Județeană „George Barițiu” din Brașov și Biblioteca Metropolitană București și-au prezentat proiectul „Biblioteci – Un centru de sprijin pentru refugiați și comunitățile gazdă”¹⁹⁸. Această inițiativă, finanțată de IRC și implementată de Fundația Noi Orizonturi în colaborare cu Asociația Comunitățile Viitorului (ACV), marchează un pas semnificativ în implicarea bibliotecilor publice în integrarea persoanelor TCN, cu alte șapte biblioteci care s-au alăturat efortului.¹⁹⁹

În ceea ce privește personalul, personalul specializat din bibliotecile românești include bibliotecari, bibliografi, cercetători, redactori, documentariști, conservatori, restauratori, ingineri de sistem, informaticieni, operatori și analiști. Persoanele cu studii medii sau superioare în diferite domenii pot lucra, de asemenea, în biblioteci publice, cu condiția să finalizeze formarea profesională în termen de doi ani de la angajare. Dezvoltarea profesională continuă este esențială pentru bibliotecari, pentru a se adapta nevoilor în schimbare ale utilizatorilor și peisajului informațional în evoluție.²⁰⁰

III. Practici inspiraționale: bibliotecile ca spații de incluziune pentru persoanele TCN

Bibliotecile publice din România au devenit din ce în ce mai mult spații importante pentru incluziunea persoanelor TCN, în special ca răspuns la războiul ruso-ucrainean. Înainte de 2022, bibliotecile românești se concentrau în principal pe nevoile comunității locale, acordând puțină atenție provocărilor cu care se confruntă imigranții sau refugiații. O problemă era numărul mare de români care lucrau în străinătate, lăsându-și familiile în urmă, aspect pe care bibliotecile l-au abordat prin diverse activități. Cu toate acestea, aflulul de refugiați ucraineni a declanșat un proces de transformare, transformând bibliotecile în centre de sprijin pentru resortisanții țărilor terțe, oferind o gamă largă de servicii și programe menite să faciliteze integrarea acestora.

Diversele inițiative conduse de bibliotecile publice din România pentru a sprijini persoanele TCN, în special refugiații ucraineni, pot fi încadrate în mai multe domenii tematice. Aceste inițiative abordează nevoile educaționale, emoționale, culturale și civice, oferind totodată sprijin practic pentru integrare.

Proiecte ce oferă sprijin educațional și lingvistic

Bibliotecile au dezvoltat programe axate pe educație, în special pe achiziția de limbi străine, aspect esențial pentru integrarea refugiaților și a migranților în comunitățile locale. Această

¹⁹⁷ ANBPR. Conferința Națională a Bibliotecarilor și Bibliotecilor Publice, *Biblio PUBLICA, Ia București*. <https://anbpr.org.ro/index.php/conferinta-nationala-a-bibliotecarilor-si-bibliotecilor-publice-bibliopublica-ia-bucuresti/>. Accesat la 10 Sep., 2024.

¹⁹⁸ Comunitățile Viitorului. *Libraries as a support hub for refugee and host communities*. <https://www.comunitatileviitorului.ro/libraries-as-a-support-hub-for-refugee-and-host-communities/>. Accesat la 13 Sep., 2024.

¹⁹⁹ Biblioteci participante: Biblioteca Municipală "Stroe S. Belloescu" Bârlad, județul Vaslui; Biblioteca Comunală "Botiz", județul Satu Mare; Biblioteca Județeană "George Barițiu", județul Brașov; Filiala "Marin Preda" a Bibliotecii Metropolitane, București; Biblioteca "V. A. Urechia" Galați, Filiala nr. 2 "Paul Păltănea"; Biblioteca Municipală Medgidia, județul Constanța; Biblioteca Județeană "G. T. Kirileanu", județul Neamț și Biblioteca Județeană "Panait Cerna" Tulcea), proiectul a fost implementat în 2022-2023.

²⁰⁰ Lege nr. 334 din 31 mai 2002 (*actualizată*) *legea bibliotecilor (actualizată până la data de 25 decembrie 2004*)*. <https://legislatie.just.ro/Public/DefaliiDocument/58841>. Accesat la 13 Sep., 2024.

categorie include proiecte care predau atât limba română, cât și limba engleză resortisanților țărilor terțe, atât copiilor cât și adulților.

- **Cluburi de învățare a limbii române:**

a. Biblioteca Județeană „Octavian Goga”, Cluj: programe precum „Școala în bibliotecă” sau „Să fii cu copiii ucraineni” au avut ca scop familiarizarea refugiaților ucraineni cu noțiunile de bază ale limbii și culturii române, pentru a se putea integra în viața de zi cu zi pe parcursul șederii lor în România.

b. Biblioteca Județeană „V. A. Urechia”, Galați: Cursuri de limba română pentru adulți și copii ucraineni, în cadrul proiectului „Bibliotecile ca centre de sprijin pentru refugiați și comunitate”.

c. Biblioteca Metropolitană București: - Cursuri de limba română pentru ucraineni în cadrul proiectului „Bibliotecile ca nuclee de sprijin pentru refugiați și comunitate”, la Filiala „Marin Preda”; cursuri de limba română pentru toți în cadrul programului „Limba română pentru străini”, la Filiala „Dimitrie Bolintineanu” și a programului „Împreună e mai ușor”, la Filiala „Alexandru Odobescu”.

d. Biblioteca Județeană „George Barițiu” Brașov, Filiala nr. 4: cursuri săptămânale de limba română pentru tineri și adulți (refugiați ucraineni, lucrători extracomunitari și studenți Erasmus - rusă, nepaleză, spaniolă, turcă, ebraică, poloneză) în cadrul proiectului „Bibliotecile ca centre de sprijin pentru refugiați și comunitate”

e. „Duiliu Zamfirescu” Biblioteca Județeană, Vrancea: Cursuri de limba română pentru refugiații din Ucraina.

f. Biblioteca Județeană „Ioan N. Roman”, Constanța - programe, proiecte sau activități precum „Răspuns la criza din Ucraina”, „Facem bine prin povești”, „Copii refugiați din România” prin care copiii refugiați ucraineni și familiile acestora au participat la cursuri de limba română precum și la activități de integrare în comunitatea gazdă.

g. Biblioteca Județeană „Antim Ivireanu” Vâlcea - timp de 2 ani, peste 100 de copii ucraineni au studiat limbile română și engleză și au participat la diverse activități instructiv-educative menite să asigure progresul școlar și dobândirea unor noțiuni de bază în cele două limbi, pentru a le permite să se integreze mai ușor în comunitatea locală.

Aceste inițiative oferă persoanelor TCN competențe lingvistice esențiale pentru comunicarea zilnică și integrarea în societatea locală.

- **Cursuri de limba engleză²⁰¹:**

- Biblioteca Județeană Mureș (Learning HUB): Oferă cursuri de limba engleză pentru cetățenii ucraineni, susținute de programul American Corner.

- Biblioteca Județeană „Octavian Goga”, Cluj „ - «English for Ukrainians» cursuri gratuite pentru cetățenii ucraineni cu vârsta peste 25 de ani, care vorbesc limba română, susținute prin programul American Corner.

- Biblioteca Națională a României oferă cursuri gratuite de limba engleză pentru adolescenții relocați din Ucraina, prin programul American Corner.

- Biblioteca Județeană „Antim Ivireanu” Vâlcea: în cadrul proiectului „Ajutăm împreună” oferă cursuri de limba engleză, de trei ori pe săptămână, pentru copii cu vârste cuprinse între 7 și 16 ani.

- **Ateliere creative și de IT:**

²⁰¹ Majoritatea refugiaților ucraineni sunt în tranzit, astfel că învățarea unei limbi de circulație internațională este esențială pentru integrarea socială sau găsirea unui loc de muncă în România, dar și în alte țări.

- Biblioteca Județeană „Octavian Goga” din Cluj a inițiat ateliere axate pe creativitate și IT, permițând persoanelor TCN, în special copiilor, să dobândească competențe digitale și de viață esențiale.
- **Coding și cluburi de robotică:**
 - În cadrul proiectului „Libraries as Hubs of Support for Refugees and the Community” au fost organizate cluburi de predare a conceptelor de programare și rezolvare de probleme pentru copii cu vârste cuprinse între 8 și 18 ani în opt biblioteci locale, municipale sau județene din județele Bârlad, Botiz, Brașov, București, Galați, Medgidia, Piatra Neamț și Tulcea. Cluburile își propun să creeze un spațiu de învățare folosind un limbaj comun pentru membri - programarea. Copiii, adolescenții, bibliotecarii și voluntarii își dezvoltă abilitățile digitale prin rezolvarea unor sarcini digitale creative.

Proiecte de integrare culturală și bunăstare emoțională

Bibliotecile servesc drept centre culturale importante, oferind programe care îi ajută pe refugiați să se conecteze la propriul patrimoniu, integrându-se în același timp în cultura locală. Aceste programe se adresează adesea copiilor și familiilor, ajutându-i să facă față provocărilor emoționale și psihologice prin artă, recreere și povestiri.

- **Activități recreative pentru copii:**
 - Biblioteca Publică „Tudor Flondor”, Rădăuți: Un proiect de integrare socială care a invitat copiii preșcolari și părinții acestora la bibliotecă pentru activități precum desen, jocuri și proiecții de filme de animație.
 - Biblioteca Județeană „Gheorghe Șincai”, Bihor: A colaborat cu Caritas Eparhial Oradea pentru a oferi tururi ale bibliotecii și activități recreative pentru copiii ucraineni din comunitate.
 - Biblioteca „Gh. Asachi” Iași: proiectul «Bucuria jocului înfrățit» - o serie de activități educative, recreative și artistice organizate la Filiala «Vasile Alecsandri»; proiectul «Ajutăm împreună» - ateliere de dezvoltare personală și creativitate, excursii și tabere organizate pentru copiii ucraineni.
 - Biblioteca Județeană „Panait Cernea” Tulcea: ateliere de quilling, colorat, pictat și IT pentru copiii ucraineni.
 - Biblioteca Județeană „Duliu Zamfirescu”, Vrancea: ateliere recreative pentru sprijinirea și integrarea familiilor de refugiați din Ucraina.
 - Biblioteca Județeană „Panait Istrati” Brăila: Copiii refugiați din Ucraina sunt invitați la bibliotecă pentru a desena și viziona desene animate, alături de copii români.

- **Suport psihosocial și acomodare emoțională:**
 - Biblioteca Județeană „Ioan N. Roman”, Constanța: A oferit sprijin psihosocial pentru refugiații ucraineni prin proiectul „Sprijin emoțional pentru refugiații ucraineni”.
 - Biblioteca Județeană „Gh. Asachi”, Iași printr-un parteneriat local cu instituții publice și ONG-uri a oferit sprijin prin terapie prin artă în cadrul proiectului “Bucuria jocului înfrățit”.
- **Activități culturale și de lectură:**
 - Proiectul „Citim împreună fără frontiere - Reading Together Without Borders” a început ca un proiect pilot al unui grup de inițiativă Citim împreună România în 50 de biblioteci din România și 50 de biblioteci din Republica Moldova în primăvara anului 2022 a fost continuat de-a lungul anilor fiind implementat de biblioteci participante precum Biblioteca Județeană „Octavian Goga”, Cluj, implicând copiii și familiile refugiaților prin sesiuni organizate de lectură din cărți ilustrate.
 - Biblioteca Metropolitană București, în cadrul proiectului „Muzeu Deschise/Inimi Deschise” care a avut loc în 2023 în parteneriat cu ONG-ul local, Asociația Culturală Câte-n lună și-n mansardă, a implementat activități precum ateliere și expoziții cu refugiații ucraineni. A fost creat un ghid, pentru a facilita activitatea de implicare a refugiaților în cadrul muzeelor.
- **Ateliere de parenting și de sprijin:**
 - În cadrul proiectului „Libraries as Hubs of Support for Refugees and the Community” bibliotecile implicate în proiect, precum Biblioteca Metropolitană București, Filiala „Marin Preda” și Biblioteca Județeană „George Barițiu”, Brașov, servesc ca centre comunitare în care principiile Cercului siguranței²⁰² sunt integrate în ateliere de parenting și grupuri de sprijin. Aceste programe îi ajută pe părinți să înțeleagă nevoile emoționale ale copiilor lor și să promoveze atașamente sigure, ceea ce este deosebit de benefic în comunitățile cu populații diverse, inclusiv migranți.
- **Conexiuni culturale prin materiale în limba maternă:**
 - Colțul ucrainean de la Biblioteca Județeană „Octavian Goga” Cluj oferă acces la cărți în limba ucraineană, păstrând legăturile culturale și ajutând în același timp refugiații să se integreze.

Proiecte de participare civică și angajament comunitar

Bibliotecile joacă un rol crucial în încurajarea participării civice și a incluziunii sociale, oferind refugiaților și resortisanților țărilor terțe oportunități de a se implica în noile lor comunități prin activități comune sau experiențe de învățare.

²⁰² Cercul de securitate este o hartă vizuală a atașamentului, un cadru cuprinzător menit să promoveze relații puternice și sigure între părinți și copii, contribuind în cele din urmă la o dezvoltare emoțională mai sănătoasă și la reziliența copiilor. A se vedea: Rețeaua Cercului de Securitate. <https://circleofsecuritynetwork.org/index.html> . Accesat la 29 septembrie 2024.

- **Cluburi IMPACT (Motivare, Participare, Acțiune, Comunitate, Tineri):**

- Proiectul „Libraries as Hubs of Support for Refugees and the Community” a încurajat adolescenții (12-18 ani) să se implice în servicii comunitare și să-și dezvolte abilități de implicare civică prin activități structurate. Cluburile IMPACT sunt concepute pentru a crea medii incluzive și în cadrul bibliotecilor publice (Bibliotecile Județene din Brașov, Neamț, Biblioteca Metropolitană București și o bibliotecă rurală din Botiz, Satu Mare) unde migranții, refugiații și membrii comunității locale se pot întâlni pentru a accesa informații, resurse și servicii de sprijin. Cluburile IMPACT joacă un rol esențial în promovarea integrării și sprijinului pentru refugiați, oferind activități structurate care promovează schimbul cultural (atelieri de artă, sesiuni de povești și festivaluri culturale) și implicarea în comunitate (discuții și forumuri care permit refugiaților și localnicilor să își exprime preocupările, să împărtășească experiențe și să colaboreze pe probleme locale). Aceste cluburi contribuie la crearea unor medii incluzive în care atât refugiații, cât și localnicii pot prospera împreună.

- **Evenimente de integrare comunitară:**

- Proiectul „Ajutăm împreună”, realizat de de Biblioteca Județeană „Antim Ivireanul”, împreună cu Asociația „Copii pentru viitor” a oferit ateliere, tabere, sesiuni de dezvoltare personală și activități creative, facilitând participarea socială în rândul refugiaților din comunitate.

Acces la drepturi și proiecte de sprijin practic

Bibliotecile au oferit persoanelor TCN acces la resurse importante care le sprijină nevoile practice, cum ar fi asistența juridică, accesul digital și accesarea oportunităților de angajare.

- **Servicii de informare și consiliere:**

- Biblioteca Județeană „Gheorghe Șincai”, Bihor: În colaborare cu Clubul Rotary Oradea Insignis, a oferit servicii de informare și tururi ale bibliotecii pentru a familiariza persoanele TCN cu resursele disponibile.
- Biblioteca Județeană „Ioan N. Roman”, Constanța: A colaborat cu Fundația World Vision în cadrul proiectului „Ukraine Crisis Response”, oferind asistență juridică, alimente și produse de igienă refugiaților.

- **Acces la instrumente și echipamente digitale:**

- Biblioteca Județeană „Antim Ivireanul” (Vâlcea) a pus la dispoziție echipamente IT și consumabile printr-un parteneriat cu Fundația World Vision, permițând persoanelor TCN să acceseze servicii digitale pentru educație și acces la aplicații pentru locuri de muncă.

- **Sprijin pentru viața de zi cu zi și servicii medicale:**

- În Vâlcea, prin implicarea bibliotecii proiectul „Ajutăm împreună” a sprijinit refugiații în asigurarea unor bunuri de primă necesitate, cum ar fi rechizite școlare, alimente, produse de igienă și asistență profesională pentru mamele ucrainene.
- Ca parte a proiectului „Libraries as Hubs of Support for Refugees and the Community” coordonat de Fundația New Horizons, bibliotecile participante, cum

ar fi biblioteca „V. A. Urechia”, au ajutat la acoperirea costurilor serviciilor medicale pentru ucrainenii din comunitățile lor.

Proiectele conduse de sau realizate prin participarea bibliotecilor publice din România, în sprijinul resortisanților țărilor terțe, demonstrează rolurile diverse pe care aceste instituții le joacă în abordarea nevoilor educaționale, emoționale, sociale și practice. De la cursuri de limbi străine și ateliere de creație până la sprijin emoțional și programe de implicare civică, aceste inițiative evidențiază bibliotecile ca spații esențiale pentru incluziune și integrare. Succesul acestor proiecte depinde adesea de parteneriatele cu ONG-uri, organizații internaționale și autorități locale, precum și de depășirea provocărilor legate de limitările în resursele și infrastructura disponibile.

a) Discurs pozitiv și politici structurante

Evoluția rolului bibliotecilor din România a evidențiat din ce în ce mai mult potențialul acestora de a promova incluziunea și de a servi ca centre comunitare, în special în contextul a fluxului recent de resortisanți ai țărilor terțe din cauza unor crize precum războiul ruso-ucrainean. Proiectul „Libraries as Hubs of Support for Refugees and the Community”, implementat în perioada 2022-2023 în opt biblioteci publice, este un exemplu al acestei schimbări. Proiectul a oferit refugiaților sprijin și un spațiu sigur pentru activități, în timp ce bibliotecarii au primit formare pentru a înființa cluburi de inițiativă comunitară IMPACT folosind învățarea experimentală și învățarea prin servicii, pentru a organiza cluburi de robotică și codare, pentru a oferi cursuri de limba română, pentru a gestiona voluntari și pentru a lucra cu refugiații folosind instrumente digitale. Deși multe alte biblioteci au organizat activități similare, acest proiect iese în evidență ca un model în care bibliotecarii au fost instruiți și sprijiniți pe tot parcursul procesului.

În plus față de aceste activități, bibliotecile au oferit sprijin psihosocial pentru a ajuta persoanele TCN să facă față provocărilor schimbărilor. Biblioteca Județeană „Ioan N. Roman” din Constanța, de exemplu, a lansat proiectul „Sprijin emoțional pentru refugiații ucraineni”, care oferă consiliere și sesiuni de sprijin de grup menite să reducă stresul psihologic resimțit de refugiați. Astfel de inițiative evidențiază angajamentul bibliotecilor de a aborda bunăstarea emoțională a persoanelor TNC.

Prin parteneriate cu ONG-uri locale și organizații internaționale, bibliotecile și-au diversificat serviciile pentru a răspunde atât nevoilor refugiaților, cât și ale comunităților locale. Inițiativa „Ajutăm împreună”, condusă de Biblioteca Județeană „Antim Ivireanul” din Vâlcea, exemplifică această abordare. Acest proiect oferă nu numai sprijin educațional, ci și încurajează integrarea în comunitate prin ateliere și activități creative care reunesc localnicii și resortisanții țărilor terțe. Atelierele de meșteșuguri, gătit și tradiții locale au contribuit la promovarea înțelegerii și solidarității între diferiți membri ai comunității.

Proiecte de susținere și sensibilizare

Deși nu sunt frecvente exemplele, unele biblioteci au întreprins inițiative de sensibilizare cu privire la situația dificilă a refugiaților și a resortisanților țărilor terțe, promovând empatia și înțelegerea în comunitățile locale. Biblioteca Județeană Astra Sibiu a găzduit o expoziție de artă cu lucrări realizate de copii ucraineni - Expoziția „Peaceful Sky Over Ukraine”. Acest demers a

fost făcut pentru a crește gradul de conștientizare cu privire la conflict și impactul acestuia asupra familiilor, creând o punte de înțelegere între comunitățile locale și refugiați.

Bune practici și eforturile de colaborare

Crearea de parteneriate puternice între biblioteci și autoritățile locale, ONG-uri și organizații internaționale este esențială în construirea unei culturi locale mai primitoare. Aceste colaborări nu numai că sporesc disponibilitatea resurselor, dar ajută, de asemenea, bibliotecile să pună în aplicare cele mai bune practici în deservirea resortisanților țărilor terțe. De exemplu, Biblioteca Județeană din Bihor, în parteneriat cu Caritas Eparhial Oradea, a dezvoltat programe care combină activitățile educaționale și recreative, precum Ora de lectură, asigurând o abordare holistică a integrării.

În plus, campaniile de sensibilizare, precum cele organizate de Biblioteca Județeană Astra din Sibiu, implică comunitatea locală în înțelegerea provocărilor cu care se confruntă refugiații. Prin găzduirea de evenimente care prezintă contribuțiile culturale ale persoanelor TCN, bibliotecile promovează empatia și încurajează un mediu primitiv.

În general, bibliotecile românești se transformă în spații comunitare inclusiv pentru resortisanții țărilor terțe, abordând în mod activ accesul acestora la sprijin educațional, ajutor emoțional și oportunități digitale. În timp ce provocările persistă, angajamentul bibliotecilor de a facilita integrarea prin programe inovatoare și parteneriate comunitare demonstrează rolul lor crucial în promovarea incluziunii și emancipării refugiaților și a altor resortisanți transnaționali.

Cu toate acestea, rețeaua de biblioteci din România a întâmpinat dificultăți în structurarea unei politici naționale de coezive pentru persoanele TNC. Multe inițiative rămân răspunsuri ad hoc, depinzând în mare măsură de parteneriatele locale și de sursele de finanțare externe. Această fragmentare duce adesea la un acces inegal la servicii în diferite regiuni, bibliotecile urbane fiind de obicei mai bine echipate decât cele din zonele rurale. De exemplu, în timp ce bibliotecile din București sau Cluj pot oferi o gamă largă de resurse digitale și programe comunitare, cele din orașele mai mici se confruntă adesea cu o finanțare limitată și un număr mai mic de personal calificat.

În ciuda acestor limitări, proiectele ilustrează un discurs pozitiv privind bibliotecile ca spații incluzive, care aduc în discuție necesitatea înțelegerii interculturale și a sprijinului reciproc în cadrul comunităților. Pentru a avansa impactul acestora, este esențial ca sistemul de biblioteci din România să dezvolte o abordare mai unificată a politicilor care sprijină persoanele TCN. Aceasta ar putea implica cadre de colaborare care să se alinieze la obiectivele strategice europene și să prioritizeze practicile incluzive în toate bibliotecile.

Continuând să pledeze pentru aceste schimbări și împărtășind cele mai bune practici din inițiativele de succes, bibliotecile își pot consolida rolul de resurse comunitare vitale. Experiențele și lecțiile învățate din programele axate pe resortisanții țărilor terțe pot servi drept modele pentru alte biblioteci din Europa, demonstrând modul în care aceste instituții se pot adapta la nevoile dinamice ale populației lor, promovând în același timp incluziunea și reziliența în cadrul comunităților.

b) Accesul la drepturi

Accesul la educație, cultură și informație reprezintă accesul la drepturi fundamentale pe care bibliotecile românești au căutat în mod activ să le asigure pentru resortisanții transnaționali, în special în contextul sprijinirii refugiaților ucraineni. Acest angajament se manifestă prin diverse inițiative, axate în principal pe învățarea limbii, sprijin emoțional, acces digital și integrare în comunitate.

Cursurile de limbi străine ca bază pentru integrare

Cunoașterea limbii este esențială pentru integrarea cu succes în comunitățile locale. Bibliotecile au intervenit prin oferirea de cursuri de limba română și engleză adaptate nevoilor persoanelor TCN. Un exemplu notabil este Biblioteca Județeană „Antim Ivireanul” din Vâlcea, care a încheiat un parteneriat cu Fundația World Vision pentru a oferi sprijin complet. Această inițiativă include nu numai cursuri de limba română, ci și activități recreative și distribuirea de rechizite școlare pentru copiii ucraineni. Aceste eforturi ajută în mod semnificativ la facilitarea progresului educațional și la integrarea ușoară în sistemul școlar local, reducând astfel barierele lingvistice care ar putea împiedica interacțiunile sociale și succesul academic.

Inițiative de sprijin emoțional și psihologic

Dincolo de educația lingvistică, bibliotecile servesc drept puncte critice de acces pentru resortisanții ucraineni de origine turcă la sprijin emoțional și psihologic. Biblioteca Județeană „Ioan N. Roman” din Constanța a fost implicată în acest sens, implementând programul „Sprijin emoțional pentru refugiații ucraineni”. Această inițiativă se concentrează pe ajutorarea refugiaților să facă față tulburărilor emoționale generate de strămutare, oferind sesiuni de consiliere și grupuri de sprijin comunitar. În mod similar, inițiativa „Cercul siguranței”, implementată în cadrul proiectului „Libraries as Hubs of Support for Refugees and the Community” în opt biblioteci, a oferit sprijin emoțional și psihologic esențial resortisanților ucraineni. Prin abordarea stresului psihologic cauzat de strămutare și alte traume, inițiativa a jucat un rol esențial în sprijinirea bunăstării mentale a familiilor din cadrul comunităților de migrați. Astfel de programe sunt esențiale pentru restabilirea stabilității și promovarea bunăstării mentale în rândul celor care s-au confruntat cu traume semnificative din cauza conflictelor.

Alfabetizare digitală și accesul la tehnologie

Într-o lume din ce în ce mai digitală, accesul la tehnologie este vital pentru ca persoanele TCN să poată lua legătura cu familiile lor, să caute oportunități de angajare, să-și ușureze procedurile administrative privind statutul lor și să își continue studiile. Bibliotecile au recunoscut această nevoie și au făcut pași importanți în furnizarea de resurse digitale. Biblioteca Județeană „G. T. Kirileanu” Neamț a colaborat cu diverse ONG-uri pentru a oferi acces ghidat la instrumente digitale, inclusiv calculatoare, facilități de internet și utilizarea claselor de aplicații. Programe speciale sunt concepute pentru copii, încurajând alfabetizarea digitală prin activități captivante. Acest lucru nu numai că responsabilizează persoanele TCN, dar promovează și competențele esențiale care le pot spori angajabilitatea.

În plus, bibliotecile au inițiat programe de formare privind utilizarea platformelor digitale pentru căutarea unui loc de muncă, învățarea online și conectarea cu serviciile, care sunt esențiale pentru resortisanții țărilor terțe care navighează în noul lor mediu.

Bariere în calea accesului la drepturi

În ciuda acestor inițiative laudabile, multe biblioteci se confruntă cu provocări considerabile. Probleme precum resursele insuficiente, tehnologia învechită și lipsa de personal calificat capabil să răspundă nevoilor complexe ale persoanelor TCN rămân predominante. Bibliotecile din zonele rurale, în special, se confruntă cu o finanțare și o infrastructură inadecvate, ceea ce le limitează capacitatea de a sprijini pe deplin integrarea refugiaților și a altor persoane TCN. De exemplu, în timp ce bibliotecile urbane pot avea acces la resurse moderne, omologii lor din mediul rural sunt adesea lipsiți de materiale educaționale și de sprijin tehnologic, fapt care împiedică accesul egal la servicii.

În plus, barierele culturale și lingvistice pot descuraja persoanele TCN să utilizeze serviciile bibliotecii. Mulți se pot simți inconfortabil navigând într-un mediu necunoscut sau se tem de stigmatizarea asociată cu statutul lor de refugiat. Bibliotecile sunt din ce în ce mai conștiente de aceste bariere și se străduiesc să creeze spații mai incluzive și mai primitoare prin programe de informare specifice și eforturi de implicare a comunității.

c) Participarea politică și civică

Bibliotecile publice din România s-au transformat în spații de implicare politică și civică a persoanelor TCN, adesea însă într-un mod indirect. Prin încurajarea legăturilor în cadrul comunităților locale, bibliotecile joacă un rol crucial în integrarea socială și civică a refugiaților, creând medii în care aceștia se pot simți sprijiniți și implicați.

Inițiative pentru implicarea comunității

O inițiativă notabilă este proiectul „Ajutăm împreună”, derulat de Biblioteca Județeană „Antim Ivireanul” în parteneriat cu Asociația Copii pentru viitor. Acest program nu numai că a oferit sprijin psihologic și produse de primă necesitate pentru refugiații ucraineni, dar a facilitat și implicarea socială printr-o serie de activități, inclusiv ateliere de dezvoltare personală, sesiuni creative și evenimente comunitare. Aceste întâlniri permit refugiaților să se exprime, să își dezvolte abilitățile și să se conecteze cu vecinii lor, punând astfel bazele unei implicări civice mai profunde.

În plus, bibliotecile găzduiesc dialoguri și forumuri comunitare pentru a discuta probleme locale care afectează resortisanții țărilor terțe, încurajându-i să își exprime preocupările și aspirațiile. De exemplu, Biblioteca Județeană „Octavian Goga” Cluj a organizat cursuri de limba română și sesiuni de orientare culturală pentru refugiații ucraineni, oferind o platformă de dialog între migranți și locuitorii locali. Aceste programe includ ateliere culturale și cluburi de lectură care promovează schimbul cultural și îi ajută pe TCN să se integreze în comunitate. În mod similar, Biblioteca Județeană „George Barițiu” din Brașov a facilitat activități care au permis persoanelor TCN să se angajeze în discuții despre tradițiile culturale, voluntariat și participarea civică. Aceste activități participative nu numai că le sporesc sentimentul de apartenență, dar le dau și posibilitatea de a juca un rol activ în comunitățile lor, favorizând legăturile între grupuri diverse și promovând înțelegerea reciprocă. Participarea la un proiect inițial a făcut ca

biblioteca să prioritizeze aceste activități și să continue timp de mai bine de doi ani să furnizeze aceste servicii, în parteneriat cu alte ONG-uri și organizații partenere.

Împuternicirea tinerilor pentru o viitoare implicare civică

Un alt efort este inițiativa Cluburilor IMPACT, care încurajează adolescenții cu vârste cuprinse între 12 și 18 ani să se implice în servicii comunitare. Acest program implementat în cele opt biblioteci din proiectul „Libraries as Hubs of Support for Refugees and the Community” le permite tinerilor să dezvolte abilități de conducere și un sentiment de agenție, promovând o generație care este mai probabil să participe la activități civice în viitor. Prin proiecte practice și colaborări cu ONG-uri locale, tinerii participanți învață despre responsabilitatea civică și importanța implicării în comunitate. Această cultivare a viitorilor lideri este esențială pentru promovarea coeziunii și integrării sociale pe termen lung.

Accesul la informații pentru emancipare și împuternicire

În plus față de aceste programe sociale, bibliotecile oferă resurse de informare esențiale care ajută persoanele TNC să navigheze prin sistemele birocratice și juridice din țara gazdă. De exemplu, Biblioteca Județeană din Constanța oferă ateliere de lucru privind drepturile legale și strategiile de căutare a unui loc de muncă, permițând refugiaților să își afirme drepturile și să își caute un loc de muncă în mod eficient. Acest acces la informații este esențial pentru a ajuta persoanele TCN să se integreze în societate, deoarece le permite să ia decizii în cunoștință de cauză și să participe activ în noile lor comunități.

Deși bibliotecile din România nu sunt încă centre majore de participare politică directă, rolul lor în promovarea participării sociale este unul important. Inițiativele care încurajează implicarea în comunitate nu numai că reduc izolarea socială a persoanelor TCN, dar promovează și sentimentul de apartenență - precursori cheie ai unei implicări civice și politice semnificative. Ajutând persoanele TCN să stabilească relații cu rezidenții locali, bibliotecile creează medii favorabile incluziunii în care diversele voci pot fi auzite și apreciate.

În plus, proiecte precum expoziția „Peaceful Sky Over Ukraine” de la Biblioteca Județeană Astra din Sibiu subliniază importanța sensibilizării culturale și a empatiei în promovarea implicării civice. Prin prezentarea expresiilor artistice ale copiilor ucraineni, biblioteca nu numai că sensibilizează cu privire la provocările cu care se confruntă refugiații, dar încurajează și localnicii să se implice și să își sprijine noii vecini.

Deși rămân provocări în contextul mai larg al participării politice a persoanelor TCN, bibliotecile din România au luat măsuri semnificative pentru a facilita legăturile sociale și implicarea în comunitate. Printr-o combinație de programe de sprijin, acces la informații și inițiative care promovează înțelegerea culturală, bibliotecile servesc drept platforme esențiale pentru responsabilizarea acestora și integrarea acestora în structura civică a noilor lor comunități.

Provocări la adresa participării politice

Un obstacol major în promovarea participării politice și civice în rândul persoanelor TCN este lipsa de conștientizare a acestora cu privire la drepturile lor și la procesele civice care le stau la dispoziție. Mulți refugiați pot proveni din medii în care angajamentul politic a fost limitat sau suprimat, ceea ce duce la ezitări în navigarea prin structurile de guvernare locală sau în

participarea la viața civică - în special din națiunile din Asia de Sud, cum e cazul refugiaților nepalezi²⁰³ sau al celor din Sri Lanka²⁰⁴.

Imigranții din România se confruntă cu un mix de provocări și oportunități de integrare. Conform raportului MIPEX (Migrant Integration Policy Index - Indexul politicilor de integrare a migranților) 2019, care măsoară integrarea migranților la nivel de țară, România a obținut un scor de 49 din 100, aliniindu-se la media MIPEX²⁰⁵. Abordarea țării față de integrare este clasificată drept „egalitate pe hârtie”. Ca în multe țări din Europa Centrală și de Est, imigranții se bucură de drepturi de bază și de o securitate moderată pe termen lung, dar se confruntă cu oportunități inegale.

În plus, barierele birocratice și lingvistice îi descurajează persoanele TCN să se implice în procesele politice locale. Cerințele complicate de rezidență, lipsa de înțelegere a legilor locale și teama de discriminare pot crea un sentiment de alienare. Bibliotecile pot juca un rol crucial în abordarea acestor bariere prin furnizarea de informații clare și accesibile și prin crearea unor medii primitoare care să încurajeze resortisanții țărilor terțe să se implice în comunitățile lor locale.

De asemenea, deși bibliotecile se transformă din ce în ce mai mult în centre comunitare active, este posibil ca acestea să nu dispună încă de resursele necesare pentru a promova în mod eficient inițiativele de implicare civică. Acest lucru este valabil în special pentru bibliotecile mai mici din zonele rurale, care se confruntă adesea cu un deficit de personal și o finanțare limitată. Aceste provocări pot restrânge domeniul de aplicare al programelor menite să încurajeze participarea politică a persoanelor TCN, subliniind necesitatea unui efort mai coordonat la nivel național.

Concluzii

Rolul bibliotecilor din România ca spații incluzive pentru resortisanții țărilor terțe este în continuă evoluție, și este determinat de un angajament de a sprijini integrarea acestora prin educație, bunăstare emoțională și participare civică. Inițiativele axate pe învățarea limbii, alfabetizarea digitală și implicarea în comunitate au demonstrat potențialul bibliotecilor de a reduce decalajele dintre resortisanții țărilor terțe și comunitățile lor gazdă. Cu toate acestea, rămân provocări, inclusiv resursele limitate, obstacolele birocratice și barierele culturale, precum și lipsa de conștientizare a activității bibliotecilor, care pot descuraja persoanele TCN să acceseze pe deplin serviciile bibliotecilor.

Pentru a-și spori impactul, bibliotecile trebuie să continue să militeze pentru politici naționale de coeziune care să acorde prioritate incluziunii și alocării resurselor. Prin schimbul de bune practici și promovarea parteneriatelor cu autoritățile locale și ONG-urile, bibliotecile își pot consolida și mai mult rolul de resurse comunitare vitale care împuternicesc resortisanții TCN și promovează coeziunea socială. În plus, posibilitatea de a împărtăși și de a învăța despre bunele practici de la bibliotecile din zona Europei Centrale și de est reprezintă o mare oportunitate. Rețeaua de biblioteci din Republica Moldova, cu care România împarte aceeași limbă, a fost activă în furnizarea de servicii și sprijin pentru ucraineni în timpul invaziei rusești din Ucraina.²⁰⁶

²⁰³ 2023 Country Reports on Human Rights Practices: Nepal.

<https://www.state.gov/reports/2023-country-reports-on-human-rights-practices/nepal>. Accesat Sep. 29, 2024.

²⁰⁴ Sri Lanka Country Report 2024. <https://bi-project.org/en/reports/country-report/LKA>. Accesat Sep. 29, 2024.

²⁰⁵ 2019 MIPEX report. <https://www.mipex.eu/romania>. Accessed Sep. 29, 2024.

²⁰⁶ Biblioteca Publică Tănătari/Căușeni, Biblioteca Municipală „Eugeniu Coșeriu” Bălți, Biblioteca Publică „Ion Ungureanu” Căușeni, și Biblioteca Publică „A. Donici” Orhei, precum și Biblioteca Municipală Chișinău și ambele Biblioteci Naționale din

Bibliotecile își pot consolida rolul de resurse comunitare vitale continuând să militeze pentru schimbare și să împărtășească cele mai bune practici din inițiativele de succes. Programele axate pe persoane TCN, inclusiv cele din cadrul proiectului LiBri, oferă informații valoroase care pot servi drept modele pentru alte biblioteci din Europa. Exemplele prezentate în acest raport demonstrează modul în care bibliotecile se pot adapta pentru a răspunde nevoilor în continuă evoluție ale populației lor, promovând în același timp incluziunea și reziliența în cadrul comunităților lor.

Viitorul serviciilor de bibliotecă pentru resortisanții țărilor terțe din România depinde de capacitatea acestora de a se adapta la circumstanțele în schimbare, susținând în același timp valorile fundamentale ale accesului, echității și sprijinului comunității. Pe măsură ce trec prin aceste provocări, bibliotecile au ocazia de a apăra drepturile și vocile resortisanților țărilor terțe, asigurându-se că aceștia sunt nu numai primiți cu demnitate, ci și împuterniciți să participe activ la modelarea noilor lor comunități.

Moldova sunt câteva exemple de biblioteci care au implementat activități pentru TCN. Mai mult, acestea încă planifică și implementează activități viitoare. Principalul domeniu de interes este suportul lingvistic, activitățile de socializare și atelierile în diferite alte domenii.



Library Bridges: Promoting the integration and inclusion of third country nationals in Europe through libraries and local partnerships

Recherche documentaire

Référencement des pratiques inspirantes en FRANCE



Co-funded by
the European Union



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Méthodologie : La recherche documentaire a consisté en l'examen de documents publics accessibles, de rapports et publications gouvernementaux, de collectivités, de bibliothèques et d'association, en se concentrant spécifiquement sur le paysage migratoire en France et le rôle des bibliothèques dans le soutien aux personnes migrantes. Un appel à contributions a été lancé auprès des bibliothèques, en lien avec Bibliothèques Sans Frontières France. Des réponses ont été recueillies auprès de 26 bibliothèques différentes dans ce cadre. Au total, 87 pratiques inspirantes ont été collectées (voir le tableau ci-joint), provenant de 39 acteurs différents, principalement des bibliothèques et des collectivités territoriales.



I. Contexte national global

a) Profil démographique et historique des migrations en France

Pays de longue **tradition d'immigration depuis le XIXe siècle**, la France a vu ses dynamiques migratoires se stabiliser au XXIe siècle. Malgré une augmentation continue du nombre d'arrivées de personnes migrantes, cette croissance a suivi une courbe relativement mesurée. Si la pandémie de 2020-2021 a marqué un changement temporaire, avec une forte baisse due à la fermeture des frontières, les arrivées en 2022-2023 ont atteint les niveaux d'avant la pandémie.

En France, trois principales raisons d'octroi de titres de séjour prédominent : les **études, le regroupement familial et les raisons économiques**. Dans le même temps, les demandes d'asile ont connu une augmentation ces dernières décennies, en partie due à une difficulté croissante d'accès à la naturalisation, à la régularisation par le biais des titres de séjour et à diverses crises internationales : en 2022, 136 724 premières demandes ont été enregistrées. Sur les 134 513 demandes traitées la même année, 41,8 % ont reçu une réponse favorable. Les principaux pays d'origine des personnes demandeuses d'asile étaient alors l'Afghanistan, le Bangladesh, la Turquie, la République Démocratique du Congo et la Guinée. En 2023, 326 954 titres de séjour ont été délivrés en France (une légère augmentation par rapport à 2022), avec près d'un tiers accordé pour des raisons d'études (Source : DGEF, 2023).

Enfin, il est important d'aborder la **situation des personnes en droits incomplets**, dites personnes sans papiers, dont le nombre est estimé à au moins 380 762. Ce chiffre correspond aux bénéficiaires de l'Aide Médicale de l'État (AME) – une aide minimale en matière de soins de santé. Il n'inclut pas environ 50 % de non-recours à cette aide, preuve de la réalité des personnes vivant en marge des statistiques officielles.

b) Contexte institutionnel, politique et législatif

La France, historiquement reconnue comme le **berceau de la Déclaration des droits de l'homme et du citoyen** (1789), a longtemps joué un rôle clé dans le développement de la législation sur les droits humains. Le pays est signataire d'accords internationaux importants tels que la Déclaration universelle des droits de l'homme (1948), la Convention internationale relative aux droits de l'enfant (1989) et la Convention de Genève relative au statut des réfugiés (1951). De plus, la France est membre fondateur de la Cour européenne des droits de l'homme (CEDH) depuis 1959. Concernant les droits culturels, la France a ratifié la Déclaration universelle de l'UNESCO sur la diversité culturelle (2001) ainsi que la Convention sur la protection et la promotion de la diversité des expressions culturelles (2005). Ces engagements reflètent l'implication profonde et historique de la France dans la défense et la promotion des droits humains à l'échelle mondiale.

Cependant, malgré ce solide cadre historique et juridique, la France fait face à des défis croissants concernant ses politiques migratoires. Au cours des dernières décennies, ces

politiques se sont nettement durcies. Après les élections présidentielles de 2022, où les partis d'extrême droite ont obtenu des résultats alarmants, le Gouvernement de droite libérale au pouvoir a proposé la loi « pour contrôler l'immigration, améliorer l'intégration », promulguée le 26 janvier 2024. Cette législation a introduit de nombreuses restrictions concernant l'accès aux droits et la régularisation des personnes migrantes, quel que soit leur statut administratif (source : [France Terre d'Asile](#), 2024). Le Conseil constitutionnel a censuré 32 des 50 articles contestés de cette loi, soulignant d'importantes préoccupations quant à son impact sur les droits humains. La société civile, y compris des organisations culturelles et éducatives telles que l'Association des Bibliothécaires de France (ABF)²⁰⁷ et des dirigeants universitaires²⁰⁸, se sont ouvertement opposées à cette loi, réaffirmant leur engagement en faveur d'un soutien inclusif et inconditionnel pour toutes et tous.

La **montée des extrêmes droites**, des idées et des attitudes xénophobes continue de susciter de vives inquiétudes, notamment à la lumière des récentes élections : aux dernières élections européennes et législatives françaises de 2024, l'extrême-droite a atteint des résultats records (Source : [Libération](#)). Selon une récente enquête, la part des personnes en France opposées à l'immigration est passée à 34 %, contre 30 % en 2018, tandis que la proportion de celles et ceux favorables à l'immigration est tombée de 35 % à 31 %. Ce changement souligne une montée du sentiment anti-immigration, largement représenté par les partisans du Rassemblement National et de Reconquête ! (Source: [Jean Jaurès Foundation](#)).

Parallèlement, la **législation concernant les bibliothèques a connu des évolutions significatives** avec l'adoption de la loi n° 2021-1717 du 21 décembre 2021 relative aux bibliothèques et au développement de la lecture publique. Cette loi innovante s'applique aux bibliothèques relevant des collectivités locales, introduisant des principes jusque-là absents dans la législation. Elle attribue aux bibliothèques la mission d'assurer un accès égal à la culture, à l'information et aux loisirs pour toutes et tous, en mettant l'accent sur l'inclusion des personnes en situation de handicap et en luttant contre l'illettrisme et l'illectronisme. Le texte souligne également le rôle social des bibliothèques en tant qu'espaces de médiation culturelle, de coopération avec diverses organisations et de promotion du patrimoine linguistique. Bien que cette loi soit plus incitative qu'obligatoire, elle établit un cadre institutionnel pour les politiques publiques locales, ouvrant la voie à de futurs décrets ou jurisprudences concernant son application.

²⁰⁷ « Communiqué : A l'heure de l'adoption de la loi immigration, l'ABF rappelle ses valeurs », Association des Bibliothécaires de France, 2023.
[<https://www.abf.asso.fr/1/227/1062/ABF-communique-a-l-heure-de-l-adoption-de-la-loi-immigration-l-abf-rappelle-ses-valeurs>].

²⁰⁸ « Communiqué des présidentes et des présidents d'université relatif au projet de loi immigration », France Universités, 2023.
[<https://franceuniversites.fr/actualite/communique-des-presidentes-et-des-presidents-duniversite-relatif-au-projet-de-loi-immigration/>].

c) Ecosystème des acteurs nationaux

En France, le **ministère de l'Intérieur** est le seul ministère responsable de l'accueil et de l'intégration des personnes nouvelles arrivantes au cours de leurs premières années en France. Au sein de ce ministère, la **Direction Générale des Étrangers en France (DGEF)** met en œuvre les orientations établies, rédige les textes réglementaires et supervise les politiques d'immigration et d'intégration. Ces politiques couvrent divers aspects du parcours des personnes en France, notamment l'entrée sur le territoire, le séjour, le travail, la lutte contre l'immigration illégale, l'asile, l'intégration et la naturalisation. De plus, la DGEF gère les fonds européens « Asile, Migration et Intégration » (FAMI) et « Sécurité Intérieure » (FSI) en coordination avec d'autres ministères (Justice, Europe et Affaires Étrangères, Solidarité et Santé, Travail, Cohésion Territoriale) et des structures interministérielles telles que la Délégation Interministérielle à l'Accueil et à l'Intégration des Réfugiés (DiAir) et la Délégation Interministérielle à l'Hébergement et à l'Accès au Logement (DIHAL).

La DGEF s'appuie sur deux opérateurs publics, qui sont des établissements publics administratifs placés sous la tutelle du ministère de l'Intérieur :

- **L'Office Français de l'Immigration et de l'Intégration (OFII)** est l'opérateur principal. Il s'occupe des actions liées à l'entrée et au séjour des personnes étrangères, à l'accueil des demandeurs et demandeuses d'asile, à l'installation en France pour diverses raisons (familiales, professionnelles), aux contrôles médicaux, au retour au pays d'origine et à l'intégration à travers l'apprentissage de la langue française et la formation civique.
- Les personnes nouvellement arrivées peuvent déposer une demande d'asile auprès de **l'Office Français de Protection des Réfugiés et Apatrides (OFPROA)**, qui traite et examine la demande, et accorde ou refuse le statut de protection. Ensuite, elles entament un processus complexe et long, qui commence par la SPADA (Structure de Premier Accueil des Demandeurs d'Asile), se poursuit à la préfecture via le GUDA (Guichet Unique pour Demandeurs d'Asile), puis l'OFII. En cas de refus de protection, elles peuvent faire appel de la décision devant la Cour Nationale du Droit d'Asile (CNDA). Des centres d'hébergement et d'accompagnement des personnes demandant l'asile sont gérés par des structures opératrices, généralement des associations, sélectionnées par l'État via des appels d'offres.

Enfin, les personnes nouvellement arrivées accèdent à **l'écosystème de droit commun** en fonction de leurs statuts administratifs, notamment l'accès à l'emploi, à la formation (via France Travail notamment), à la scolarisation, à la santé, aux droits sociaux et aux droits culturels. Ce cadre est complété par un écosystème associatif, avec des **associations** spécialisées dans l'accès aux droits, le logement et l'accompagnement social. Ces associations peuvent être nationales ou locales, parfois mandatées par l'État pour accomplir certaines missions, ou plus militantes, portées par des personnes citoyennes. Les personnes migrantes peuvent également faire partie de cet écosystème national : elles peuvent être bénévoles dans des

associations ou même en fonder une. Par exemple, de nombreuses organisations sont dirigées par des personnes immigrées de première ou deuxième génération, activement impliquées dans les efforts de solidarité à l'échelle locale, nationale et internationale.

II. Contexte territorial des migrations en France

a) Fonctionnement institutionnel et administratif des collectivités territoriales

La France est un **pays centralisé**. La mise en œuvre territoriale de la politique d'accueil et d'intégration des personnes étrangères est déléguée aux préfetures, qui représentent l'État français et la politique du gouvernement aux niveaux régional et départemental. À mesure que l'action publique se décentralise, que les politiques migratoires se sécurisent et que l'État français se désengage de l'accueil et de l'intégration, les collectivités locales se retrouvent de plus en plus en première ligne de l'accueil des personnes migrantes dans les territoires. Ce changement est souvent appelé "tournant local" dans la gouvernance des politiques migratoires.

Ainsi, les collectivités territoriales jouent un rôle crucial dans l'intégration des personnes nouvellement arrivées à travers leurs différentes compétences :

- **Les communes et intercommunalités** facilitent leur installation en gérant notamment l'inscription des enfants à l'école, les demandes de logement social, les aides financières et sociales par le biais des centres d'action sociale. Elles sont également responsables des bibliothèques municipales.
- **Les conseils départementaux** participent à l'action sociale en organisant des services de proximité et en soutenant l'autonomie des personnes en situation de handicap et vieillissantes. Ils sont également responsables de l'accueil des jeunes mineurs non accompagnés. Enfin, les conseils départementaux ont à leur charge des bibliothèques départementales.
- **Les conseils régionaux** contribuent au financement de la formation professionnelle. Ils sont responsables de l'Inventaire général du patrimoine et des enseignements artistiques. Les régions s'attachent également à promouvoir la diversité culturelle, à soutenir la création (notamment dans les territoires les plus isolés), à renouveler les publics par l'action culturelle et l'éducation artistique. Elles sont très actives en matière de relations internationales et gèrent notamment les fonds européens FEDER.

Dans ce contexte, certaines collectivités se sont engagées à accueillir et à soutenir les personnes migrantes, à la fois matériellement (par des mesures d'inclusion et d'accueil) et politiquement (par le discours et l'engagement). C'est dans ce cadre qu'opère notre

organisation, ANVITA (Association Nationale des Villes et Territoires Accueillants), qui regroupe plus de 85 autorités locales accueillantes.

b) Fonctionnement institutionnel et administrative des bibliothèques

Le fonctionnement institutionnel et administratif des bibliothèques en France est caractérisé par une **distinction claire entre bibliothèques publiques et privées**, ainsi que par leur spécialisation en bibliothèques de recherche ou bibliothèques publiques. Les bibliothèques publiques sont gérées par les pouvoirs publics, tels que l'État ou les collectivités locales, tandis que les bibliothèques privées sont gérées par des entités privées telles que des entreprises ou des associations.

- Les **bibliothèques de recherche** s'adressent à un public spécifique, généralement composé de chercheurs et chercheuses, d'universitaires et d'étudiants. Il s'agit notamment des bibliothèques universitaires, qui font partie des établissements d'enseignement supérieur, de la Bibliothèque nationale de France (BnF), qui joue un rôle central dans la préservation du patrimoine écrit et numérique, ainsi que des Centres de documentation et d'information (CDI) et de diverses bibliothèques spécialisées. Ces dernières se concentrent sur des domaines spécifiques tels que les arts, la médecine ou l'architecture.
- Les **bibliothèques publiques**, quant à elles, sont conçues pour être accessibles à toutes et tous, en favorisant la diffusion de la culture, de l'éducation et de l'information. Elles comprennent les bibliothèques municipales, ainsi que les bibliothèques départementales qui soutiennent des établissements plus petits dans les zones rurales. Ce vaste réseau de plus de 8 000 établissements témoigne de l'importance accordée à la lecture publique en France.

La **loi Robert, adoptée le 21 décembre 2021**, a introduit des réformes importantes dans la gouvernance des bibliothèques gérées par les collectivités locales, renforçant l'autonomie des établissements tout en clarifiant leur mission de service public (*voir supra*). Cette loi encourage également la coopération entre les différents types de bibliothèques et les autres institutions culturelles, tant sur le territoire national qu'à l'étranger. En effet, la France dispose d'un réseau de médiathèques à l'international, notamment par le biais des centres culturels et des Alliances françaises, afin de promouvoir la culture et la langue françaises dans le monde.

Les métiers de la bibliothèque sont divers et couvrent plusieurs domaines. Outre les bibliothécaires, qui gèrent les collections et accompagnent le public dans ses recherches, d'autres professions jouent un rôle essentiel. Par exemple, le médiateur ou médiatrice culturel favorise l'accès à la culture en organisant des activités pour engager et impliquer différents publics. Dans ce cadre sont développés des partenariats, des animations en vue de faciliter la compréhension de l'offre et des ressources documentaires des bibliothèques. De tels postes ont été créés dans certaines bibliothèques pour favoriser l'inclusion des publics les plus

éloignés de l'institution, notamment les personnes migrantes. A titre d'exemple, en Seine-Saint-Denis, une ressource humaine spécifique travaille sur les questions d'inclusion dans les réseaux de bibliothèques.

III. Pratiques inspirantes : des bibliothèques comme lieux d'inclusion des personnes migrantes

Les bibliothèques françaises peuvent favoriser l'accès à la culture et à l'information pour tous. Elles peuvent être des lieux d'intégration et de cohésion sociale et des espaces d'apprentissage et d'exercice de la citoyenneté pour les personnes migrantes.

Les bibliothèques les plus avancées ont commencé à développer d'autres actions pour l'accès aux droits sociaux et culturels en vue de répondre aux besoins spécifiques de leur nouveau public. Certaines ont pris contact avec des associations locales de soutien des personnes migrantes pour promouvoir leurs services et parfois développer d'autres actions ensemble. 70% des 26 bibliothèques qui ont répondu à notre appel à contribution ont déclaré que leurs actions ciblant les migrants impliquaient un partenaire. Les associations ont été choisies comme partenaires par 53% des bibliothèques, les centres d'hébergement par 30% d'entre elles, et les écoles par 23% d'entre elles. Cependant, ces partenariats entre les associations et les bibliothèques semblent rester le plus souvent informels et manquer d'un cadre qui leur permettrait d'être durables.

Notons également que le développement de telles initiatives semble encore inégal parmi les bibliothèques ayant répondu. Les bibliothèques qui n'ont pas de partenariat dans leur région déclarent avoir du mal à intéresser ces nouveaux publics. Les principales barrières au développement de nouvelles actions ont été déclarées comme étant :

- Le manque de ressources humaines pour 61,54 % des répondants.
- Le manque d'expertise pour 38,46 % d'entre eux.
- La barrière de la langue pour 34,62 % d'entre eux.
- Le budget pour 23,08 % d'entre eux.

Les initiatives suivantes restent une grande source d'inspiration pour le projet et ses partenaires.

a) Discours positif sur les migrations et structuration des politiques

Les bibliothèques françaises peuvent jouer un rôle dans la promotion d'une image positive de la migration en s'engageant dans des efforts de **sensibilisation du public** et en **structurant leurs politiques publiques**. Cela peut impliquer un engagement politique fort de la part de l'exécutif municipal ou de la bibliothèque elle-même, comme c'est le cas pour la Ville de Tours,



qui a clairement pris position en faveur de l'élargissement des droits culturels. La Ville s'est notamment engagée à amplifier le rôle social et culturel de ses bibliothèques au cours de ce mandat.

Forte de son engagement à promouvoir le livre et la lecture pour toutes et tous, la Ville de Strasbourg a été nommée **Capitale mondiale du livre de l'UNESCO 2024**. Son programme s'articule autour de cinq domaines clés, dont « Ville de refuge », où la Ville réaffirme que la culture et la lecture sont des outils pour la paix, la défense des droits humains et l'échange interculturel. Un dernier exemple est celui de la Ville de Bourges, **Capitale européenne de la culture 2028**, qui a inscrit sa labellisation dans les valeurs de solidarité et de changement des récits autour de la migration.

Cet engagement à promouvoir un discours positif sur la migration implique également de sensibiliser le grand public à ce sujet. Par leur mission de diffusion de la culture et de l'information, les bibliothèques contribuent à démonter les préjugés en offrant des espaces où les histoires de vie, les cultures et les expériences des personnes migrantes peuvent être valorisées et partagées. Ainsi, certaines bibliothèques, comme celles de Bobigny ou de Poitiers, organisent régulièrement des **expositions, des projections de films, des conférences et des débats** qui mettent en lumière les réalités de la migration et les histoires des individus. On peut également citer la bibliothèque de Chambéry, qui a accueilli plusieurs années consécutives les différentes manifestations du **festival Migrant'Scène**. Ce festival est organisé chaque année par l'association La Cimade et soutenu par la Ville. Par ailleurs, certaines bibliothèques sont spécialisées sur le thème des migrations, comme la bibliothèque du Musée national de l'Histoire de l'immigration, qui s'adresse plus particulièrement au monde de la recherche et étudiantin.

Certaines bibliothèques publiques développent également des **collections spécialisées comprenant des livres dans les langues des personnes immigrées**, afin d'encourager l'hospitalité et d'aider à maintenir un lien avec les langues et les cultures d'origine. Par exemple, à Bobigny, une ville diversifiée comptant plus de 80 nationalités, la bibliothèque a soigneusement sélectionné les langues pour développer des collections substantielles et régulièrement mises à jour en fonction des caractéristiques démographiques de la ville. Un exemple majeur de cette internationalisation des collections est la **Bibliothèque municipale internationale (BMI)** de Grenoble, qui propose un large éventail de livres et de documents en sept langues. Cette bibliothèque vise à promouvoir l'échange culturel et l'inclusion, en répondant spécifiquement aux besoins des personnes immigrées, des étudiants internationaux et de ceux qui s'intéressent aux cultures mondiales. Enfin, la construction d'un récit positif autour de la migration implique également de renforcer les compétences du personnel et des professionnels des bibliothèques pour répondre aux besoins de ces populations. Poussée par cet engagement, l'Association Bibliothèques en Seine-Saint-Denis, établie dans les années 1990, a créé un **groupe de travail** au début des années 2000 pour partager les meilleures pratiques entre les professionnels - un sujet qui n'était guère abordé à l'époque. Aujourd'hui, de

nombreuses Municipalités et Bibliothèques proposent des **formations** à leur personnel sur des thèmes variés, tels que :

- À Nantes, une formation pratique a été dispensée à douze agents de bibliothèques municipales afin d'améliorer et d'élargir l'offre d'ateliers de conversation gratuits et réguliers.
- L'ONG Emmaüs Connect a dispensé une formation sur la précarité numérique aux agents de la bibliothèque municipale de Lyon.
- Dans un contexte plus rural, les bibliothécaires de la médiathèque du conseil départemental du Jura ont été formés à l'accueil des nouveaux arrivants dans les bibliothèques : questions d'inclusion et de rôle social de la bibliothèque, terminologie relative à la migration, mise en place d'une programmation culturelle adaptée, etc.

b) Access to migrant people's rights

En tant qu'institutions culturelles et sociales locales, les bibliothèques sont devenues des acteurs essentiels du processus d'intégration des personnes migrantes. Elles sont donc des acteurs clés dans l'accès aux droits culturels, mais aussi aux droits sociaux.

Garantir l'**accessibilité des bibliothèques** est essentiel pour promouvoir un accès inclusif et égal à leurs ressources culturelles, éducatives et sociales pour toutes et tous. En France, si l'accès aux bibliothèques publiques est gratuit, certaines bibliothèques vont encore plus loin en proposant la gratuité de l'adhésion et de l'emprunt : c'est le cas par exemple de Bordeaux, Dijon, Grenoble, Lille, Le Mans, Mulhouse, Nantes, Paris, Rouen, Rennes, Tours ou Villeurbanne. Dans chaque Ville, le nombre d'adhésions à la bibliothèque a augmenté et les services publics ont été plus efficaces²⁰⁹. Pour répondre à l'exigence administrative de la preuve d'identité, qui peut être un obstacle pour certaines personnes lors de l'inscription dans les bibliothèques, certaines bibliothèques s'appuient sur les cartes de citoyenneté locale. Ces outils innovants, inspirés du modèle new-yorkais et relativement nouveaux en France, facilitent l'accès aux services publics et reconnaissent la citoyenneté locale des personnes. Par exemple, la carte citoyenne de Paris, la carte de citoyenneté locale de Villeurbanne ou celle du Vigan sont toutes deux des documents suffisants et acceptés pour l'inscription à la bibliothèque²¹⁰.

²⁰⁹ « Bibliothèques : De plus en plus de villes parient sur la gratuité des prêts, pour quel bilan ? » / « Libraries: More and more towns are opting for free loans - but what are the results? », 20 Minutes, 22/04/2023.

[<https://www.20minutes.fr/societe/4033570-20230422-bibliotheques-plus-plus-villes-parient-gratuite-prêts-bilan>].

²¹⁰ "Municipal ID Card. Towards inclusive urban citizenship", ANVITA, 2021.

Poursuivant leur effort pour que leurs bibliothèques soient accessibles aux personnes usagères étrangères et/ou non francophones, plusieurs Villes ont développé des **outils multilingues** pour expliquer où trouver ces lieux, leurs services etc. :

- Sur leurs sites internet, comme sur celui des bibliothèques parisiennes, traduit en douze langues différentes : [ici](#).
- Sur leur guide élaboré exclusivement pour les personnes étrangères, comme le guide « Résidents étrangers, bienvenue à Nantes » : [ici](#).
- La bibliothèque de Bobigny a conçu un guide d'accueil multilingue, en six langues différentes : [ici](#).

Certaines bibliothèques organisent des **visites de leurs locaux** spécialement pour les visiteurs allophones ou étrangers, comme les Bibliothèques de Chatillon-sur-Seine ou de Cabestany. La Bibliothèque Publique d'Information de France propose tous les jeudis et vendredis matin, en dehors des heures d'ouverture habituelles, des séances spéciales de deux heures au cours desquelles les organismes sociaux et les personnes qu'ils accompagnent sont accueillis au sein du Service d'auto-apprentissage. Cette initiative permet de faire découvrir les ressources numériques disponibles.

Enfin, les activités des bibliothèques hors-les-murs et itinérantes sont essentielles pour garantir l'accès à la lecture des personnes les plus éloignées des équipements culturels. Ces initiatives peuvent se dérouler pendant une saison précise de l'année (comme le « Bibliambule » de Bordeaux, un bus qui circule dans la ville pendant l'été) ou toute l'année (comme « L'Atelier », un bus qui est la troisième médiathèque du Département de la Meuse). De son côté, la médiathèque de Chassieu a mis en place des séances de lecture régulières sur une aire d'accueil des gens du voyage, afin de faire connaître ses services et de favoriser l'accès à la culture des familles voyageuses.

a) Droits culturels

Dans le cadre de leur engagement à garantir l'accès aux droits culturels de leurs usagers étrangers, de nombreuses bibliothèques conçoivent des activités pour favoriser l'accès à la lecture et à l'éducation, notamment pour les jeunes. Ainsi, en tant que Capitale mondiale du livre 2024, la Ville de Strasbourg s'associe à Bibliothèques Sans Frontières (BSF) pour leur **projet « Mon sac de livres »**, destiné aux enfants réfugiés. Tout au long de l'année scolaire 2023-2024, la bibliothèque de Dijon a accompagné une classe de collège en UPE2A [pour élèves allophones nouvellement arrivés] dans la **création d'un numook**, livre numérique écrit collectivement. La bibliothèque a joué un rôle essentiel en mettant à leur disposition des ressources variées, albums, livres, films, musiques, qui ont permis aux élèves de s'inspirer pour ce projet autour du voyage.

L'une des principales activités des bibliothèques destinée aux publics migrants est axée sur **l'apprentissage de la langue française**. Ainsi, nombre d'entre elles disposent d'une grande

collection de ressources en français, comme les bibliothèques de Marseille ou de Bobigny, en particulier pour les enfants et les jeunes. Certaines développent des ressources faciles à lire et à comprendre (FALC) pour les allophones, les analphabètes et les personnes en situation de handicap : citons les bibliothèques de Chambéry, Cognin, Saint-Baldoph, Cabestany et Nantes. De nombreuses bibliothèques accueillent des **cours de français**, comme à Périgueux et Montigny-le-Bretonneux, qui peuvent être animés par des associations bénévoles ou même impliquer certains salariés de la bibliothèque. A Paris et à Nantes, un travail de **coordination** et d'amélioration des compétences du personnel des bibliothèques a été réalisé. Les Villes de Marseille et de Lyon et la Métropole de Lyon ont mis en place des partenariats avec des acteurs locaux spécialisés dans les langues et la lutte contre l'illettrisme. Les activités de loisirs peuvent également être un bon moyen de renforcer les compétences linguistiques : la Bibliothèque de Dijon propose des après-midi jeux vidéo pour des groupes de six enfants allophones, et la Bibliothèque Publique d'Information nationale organise des séances de cinéma en français.

Zoom sur... Le programme "D'une rive à l'autre":

Un programme d'échange et une web-série documentaire axée sur l'accueil des personnes migrantes dans les bibliothèques et l'apprentissage du Français Langue Etrangère.

Cette initiative, née d'un partenariat entre la Bibliothèque publique d'information de France et les Amis de BANQ (Montréal), met en relation deux groupes de lecteurs migrants apprenant le français dans les pays francophones par le biais de vidéoconférences en direct et d'échanges vidéo. Ces échanges permettent aux participants de comparer leurs expériences culturelles, sociales et linguistiques dans leurs pays d'accueil respectifs.

Le programme s'inscrit dans le cadre des ateliers de conversation en français de la Bpi, promouvant le multiculturalisme et favorisant la collaboration entre les bibliothèques francophones autour d'un projet commun.

b) Droits sociaux

Les bibliothèques offrent non seulement des ressources culturelles et éducatives, mais aussi un environnement sûr, digne et accueillant, essentiel pour les personnes les plus vulnérables. Les bibliothèques, en tant qu'espaces librement accessibles tout au long de l'année, jouent ainsi un rôle crucial en offrant un refuge aux personnes migrantes et sans-abri, en particulier dans un contexte où les places en accueil de jour sont souvent sous-dimensionnées.

Ainsi, certaines bibliothèques emploient du personnel qui se consacre à **l'orientation et à la médiation** afin d'orienter les personnes migrantes au sein de la bibliothèque mais aussi vers



des services externes. Cela garantit leur inclusion et l'accès aux ressources malgré les barrières linguistiques et culturelles et aide à positionner la bibliothèque dans un écosystème local d'accueil des nouveaux arrivants. Ainsi, la bibliothèque de l'Alcazar à Marseille, en particulier son département Bibliomedia et son service d'accueil, a mis en place un bureau d'orientation à l'entrée de la bibliothèque, occupé par toutes les personnes employées à tour de rôle. De son côté, la médiathèque de Nantes a embauché un médiateur.

Un certain nombre de bibliothèques accompagnent leurs usagers dans leurs **démarches administratives** grâce aux services d'écrivains publics, des professionnels qui aident les personnes peu ou pas à l'aise avec l'écrit. C'est par exemple le cas dans les bibliothèques de Lyon, Marseille, Montreuil, Nantes, Paris ou Villeurbanne. Des **services d'aide juridique gratuite** ont été fournis à la Bibliothèque publique d'information nationale par « La Clinique Juridique », par des étudiants bénévoles du département de droit de l'Université Paris 8. Tous les domaines du droit peuvent être couverts, et tout le monde peut faire appel à ce service. Cette même bibliothèque propose également chaque semaine des services de médiation assurés par l'association française « France Terre d'Asile ». Le médiateur apporte, en cinq langues différentes, un soutien et des informations aux personnes migrantes sur des sujets tels que le droit d'asile, les possibilités de logement, la protection des Mineurs Non Accompagnés et les centres d'accueil spécialisés.

A l'heure où les services nationaux se dématérialisent, les bibliothèques sont devenues des **acteurs de l'inclusion numérique**. Elles ont développé des activités d'accompagnement individuel et collectif en médiation numérique pour aider les personnes à apprendre à utiliser les outils numériques, à profiter des collections numériques et des services mis à disposition. Par ailleurs, plusieurs collectivités territoriales, comme la Ville de Nantes ou Rennes Métropole, mentionnent directement les bibliothèques dans leurs annuaires en tant qu'espaces publics avec un accès numérique. Ainsi, la plupart des bibliothèques offrent un accès à des ordinateurs et/ou portables avec accès gratuit à une connexion internet et à des ressources numériques, comme les bibliothèques de Cabestany, Chambéry, Mérignac, Périgueux ou Tours. Certaines bibliothèques sont partenaires de l'ONG française Emmaüs Connect, spécialisée dans la lutte contre la fracture numérique et la précarité, qui propose des ateliers informatiques collectifs ou des permanences avec un conseiller numérique. Citons notamment les Bibliothèques municipales de Paris ou les Bibliothèques intercommunales de Plaine Commune. La bibliothèque départementale de la Marne a mis en place des stages numériques : pour les jeunes pendant les vacances scolaires, et quatre stages d'une vingtaine d'heures pour adultes (initiation à l'informatique, numérique et emploi, accès aux droits pour apprendre à effectuer des démarches administratives en ligne). Ces stages sont ouverts à toutes et tous, y compris aux nouveaux arrivants. Pour accompagner les bibliothécaires dans cette tâche, l'association Auvergne-Rhône-Alpes Livre et Lecture a créé une [série de fiches pratiques](#) pour la mise en œuvre de projets de médiation numérique en bibliothèque.



Enfin, les bibliothèques peuvent également être des **espaces de promotion de l'accès à la santé** pour leurs usagers. Ainsi, la Bibliothèque Publique d'Information de France est partenaire de l'association « Migrations Santé », qui propose des consultations de 20 minutes comprenant différents services à destination des personnes migrantes : orientation socio-sanitaire, orientation vers le système de santé, soutien psychologique et juridique, éducation à la santé et diagnostics médico-sociaux. En réponse à un appel à projets lancé par la Ville de Bordeaux, l'association « Le Garage Moderne » propose deux fois par semaine des **petits déjeuners solidaires** aux sans-abri et aux personnes en situation de précarité alimentaire dans deux bibliothèques de la ville. Ces services garantissent non seulement l'accès à la nourriture des personnes, mais aussi, plus largement, l'accès aux soins grâce à la distribution de kits d'hygiène. Parallèlement, un bibliothécaire est présent pour faire découvrir le lieu et son offre culturelle.

Zoom sur... Des lieux innovants

En France, l'idée de transformer les bibliothèques en tiers-lieux, espaces favorisant de nouveaux usages sociaux et culturels, est de plus en plus discutée.

- **Médiathèque James Baldwin et Maison des réfugiés, Paris** : En 2024 a ouvert une nouvelle médiathèque à Paris. L'innovation de ce projet tient en grande partie à sa localisation : elle est adossée à la nouvelle « Maison des Réfugiés », un centre de ressources de 1 000 m² qui regroupe différentes associations d'aide aux personnes migrantes (apprentissage du français, formation professionnelle...). Une salle polyvalente, un café, des espaces de coworking et d'agriculture urbaine relient les deux espaces.
- **L'Agora, Metz** : Ce projet regroupe dans un même espace une médiathèque, un centre social et un centre numérique. On y trouve également une salle de spectacle et de création, un café associatif, des espaces pour la petite enfance et un jardin. L'Agora bénéficie d'une programmation diversifiée et riche pour les habitants, y compris les plus jeunes.

c) Participation politique et civique des personnes premières concernées

Les initiatives d'inclusion et d'accueil des bibliothèques en font un lieu où chaque individu, y compris ceux en situation de vulnérabilité, peut **participer activement à la vie civique de la communauté**. Les bibliothèques sont des lieux de rencontre et d'échange qui favorisent l'intégration des personnes migrantes tout en renforçant la cohésion sociale.

Par exemple, de nombreuses bibliothèques organisent des ateliers d'écriture. Plus couramment, de nombreuses bibliothèques, comme celles de Vigneux-sur-Seine, Maromme, Bobigny, Périgueux ou Antibes, accueillent et organisent des ateliers de conversation en

français. Ces ateliers ne sont pas conçus comme des cours de langue formels mais plutôt comme des moments d'échange chaleureux et inclusifs. Ils permettent aux personnes migrantes de pratiquer la langue française dans un cadre informel tout en créant des liens avec les membres de la communauté locale. Ainsi, ces rencontres renforcent non seulement les compétences linguistiques mais aussi les liens sociaux. Ces ateliers peuvent être animés par des salariés des bibliothèques, des bénévoles d'associations ou des citoyens et citoyennes, et peuvent être plus ou moins fréquents. En 2019, les bibliothèques de Nantes ont cherché à donner un cadre commun à ces différents ateliers. Elles ont été accompagnées par un centre de formation sur leur démarche professionnelle. Une charte des ateliers de conversation a été élaborée, précisant leurs objectifs et les inscrivant dans « l'écosystème » des cours de langue.

Une autre initiative visant à renforcer le rôle citoyen des personnes migrantes est la « **bibliothèque humaine** », où les personnes deviennent les livres et partagent une partie de leurs histoires. Ainsi, en 2020 à Nantes, l'association Traits Portraits a organisé une « bibliothèque vivante » centrée sur les réalités des personnes réfugiées. Quatre hommes et quatre femmes ont partagé leurs histoires avec celles et ceux venus les écouter. En 2023, la Bibliothèque de Lyon a organisé pour la première fois une « bibliothèque humaine », lors d'un de ses événements culturels. Pour ce faire, la Bibliothèque de Lyon s'est fait aider par une chercheuse. Les participants et les bibliothécaires, agissant comme des guides, ont tous pris part à un programme de préparation comprenant cinq séances. Cette étape de préparation était essentielle pour les livres vivants afin de s'approprier le projet, se préparer à partager leur expérience personnelle, gérer les réactions potentielles et surmonter le stress et l'intensité émotionnelle. Ils ont également travaillé sur les « couvertures des livres » à exposer dans la rue de la bibliothèque. De leur côté, les bibliothécaires ont dû comprendre les principes et les compétences nécessaires pour mener à bien cette activité innovante. De telles expériences enrichissantes ont également eu lieu à Rouen par exemple.

D'autres **projets artistiques** peuvent être l'occasion pour les personnes migrantes de participer. Par exemple, avec le projet « Je voulais capturer la beauté que mes yeux voyaient », de jeunes élèves migrants d'un collège de Montpellier ont été dotés d'appareils photo pour documenter leur vie ici et maintenant, en se concentrant sur leur avenir plutôt que sur leurs parcours passés. L'exposition est présentée dans une bibliothèque de Montpellier et a reçu une aide financière du Département de l'Hérault.

Conclusion

L'étude a montré qu'une variété d'initiatives des bibliothèques ciblant les personnes migrantes existent déjà en France. Les cours de langue et l'accès inconditionnel au lieu, à sa connexion internet et ses infrastructures sont généralement le premier point de contact. Si les actions sociales répondent aux besoins primaires des personnes, elles incarnent aussi une réelle porte d'entrée vers les offres culturelles de la bibliothèque.



Cependant, il existe de grandes disparités entre les bibliothèques en ce qui concerne les ressources disponibles, notamment humaines, et l'engagement politique dédiées à l'inclusion de ces personnes. Dans de rares cas, il existe un poste dédié à cet effet ; dans la majorité des cas, les professionnels peinent à consacrer du temps à l'accueil de ces publics. De plus, certaines bibliothécaires ont exprimé leur difficulté à évaluer les besoins réels et spécifiques de ces personnes usagères et à communiquer efficacement sur la disponibilité de leurs services.

Les ateliers de mobilisation à venir offriront l'occasion d'engager directement le dialogue avec les professionnels, d'acquérir une meilleure compréhension des défis auxquels ils sont confrontés, de leurs succès et des domaines d'amélioration potentielle. Les actions du projet LiBri aideront à développer des stratégies pour surmonter ces obstacles et proposer des pistes d'actions.





Library Bridges: Promoting the integration and inclusion of third country nationals in Europe through libraries and local partnerships

Raport z badań biurkowych

Benchmark innowacyjnych praktyk w POLSCE



**Bibliothèques
Sans Frontières**
Libraries Without Borders



**comunitățile
viitorului**



ANVITA
ASSOCIAZIONE NAZIONALE
DEI VOLONTARI TERRITORIALI ASSOCIATI



**Biblioteche
Senza Frontiere**
ITALIA



Culture Information
Systems Centre
Republic of Latvia



FRSI



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I. Ogólny kontekst krajowy

a) Kontekst geograficzny i profil demograficzny kraju

Koniec komunizmu zastał polskie społeczeństwo w najprawdopodobniej najbardziej homogenicznym momencie swojej historii. Epizodyczne migracje z Grecji, Chile, a potem z Wietnamu nie miały większego wpływu na strukturę ludności w Polsce, która od lat 50. pozostawała jednolita, zarówno pod względem etnicznym, jak i rasowym czy religijnym (nawet pow. 96% osób), również ze względu na politykę władz polskich, które starały się zacierać różnice narodowościowe.

Po 1989, wraz z powolnym otwieraniem się Europę – nastąpiła transformacja Polski od izolowanego politycznie kraju do kraju, który staje się celem migracji dla obywateli byłego ZSRR – głównie Ukrainy i Białorusi, a także Wietnamu. Dostęp do paszportów i wiz wywołał również falę (osób zazwyczaj w nieuregulowanej sytuacji prawnej) emigracji zarobkowej, z Polski do krajów Europy Zachodniej. Na przełomie XX/XXI wieku wzrosła w Polsce liczba cudzoziemców ubiegających się o status uchodźcy, w związku z drugą wojną czeczeńską oraz wojną w byłej Jugosławii

W efekcie przystąpienia Polski do UE i otwarcia unijnych rynków pracy do krajów unijnych wyemigrowało za pracę ok. 2,5 mln osób. Wraz z przystąpieniem Polski do strefy Schengen w 2007 wrosła atrakcyjność Polski jako celu migracji; wyborem docelowym migrantów pozostawały jednak bogatsze kraje Europy Zachodniej. Od 2014 roku (aneksja Krymu) datuje się wzrost liczby obywateli Ukrainy, podejmujących pracę zarobkową w Polsce.

Pandemia COVID-19 przyniosła chwilowy spadek migracji, ale już w 2021 liczba wydanych zezwoleń na pobyt znów wzrosła, osiągając niemal milion (1/3 wszystkich zezwoleń wydanych w UE). Aktualnie większość migrantów to obywatele Ukrainy i Białorusi, dynamicznie rośnie też liczba osób z krajów azjatyckich²¹¹. Na rynek pracy i migracje istotny wpływ wywiera trwający od 1997 kryzys demograficzny. Dalszy rozwój polskiej gospodarki jest uzależniony od polityki migracyjnej – prognozy Europejskiego Urzędu Statystycznego przewidują zmniejszenie liczebności Polski o ponad 10% do 2050, oraz 5 mln wakatów pracowniczych już w 2030.

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https://media.odi.org/documents/ODI-Public_narratives_Poland_country_study_POLISH-revMay23.pdf

Od 2021 trwa kryzys migracyjny, którego tłem jest próba destabilizacji sytuacji w Polsce i Europie przez władze Białorusi i Rosji tworząc „specjalną ofertę imigracyjną” dla migrantów przyjeżdżających na Białoruś i skłaniając ich do nielegalnego przekraczania granicy z Polską. Uchodźcy, głównie z Syrii i Iraku, miesiącami koczują pod gołym niebem bez środków do życia, a podejmując kolejne próby przekraczania poza wyznaczonymi przejściami granicznymi (tzw. zielona granica) są wypychani z Polski na Białoruś. Jedynym źródłem pomocy humanitarnej dla tych osób są aktywiści i NGO. Zmiana władzy w Polsce od 2024 nie wywołała diametralnej zmiany podejścia wobec uchodźców – tak w 2015, jak i teraz sprzeciwia się przyjęciu mechanizmów relokacji i tzw. kwot dla poszczególnych państw. Wybudowany na granicy polsko-białoruskiej mur jest symbolem tragedii osób, które zginęły w poszukiwaniu lepszego życia.

Agresja rosyjska na Ukrainę spowodowała ogromne fluktuacje liczby ludności – w szczytowym momencie w Polsce przebywało prawie 3,5 mieszkańców Ukrainy. Obecnie jest to ok. 1,5 mln, przy całkowitej liczbie ludności ok. 37,5 mln. Większość obywateli Ukrainy przebywa w Polsce korzystając z ochrony czasowej wprowadzonej specjalną ustawą europejską o pomocy obywatelom Ukrainy w związku z konfliktem zbrojnym na terytorium tego państwa; kobiety i dzieci stanowią ok. 87% tej grupy. Najwięcej obywateli Ukrainy mieszka w Polsce w województwach z dużymi aglomeracjami miejskimi: mazowieckim – 21%, dolnośląskim 11% osób, wielkopolskim 11%, małopolskim 10% oraz śląskim 9%.

Liczba cudzoziemców legalnie pracujących w Polsce systematycznie rośnie. W styczniu 2024 pracowało w Polsce 999,8 tys. cudzoziemców zarejestrowanych w systemie ubezpieczeń społecznych – w tym ok. 45% na podstawie czasowych umów o pracę – co stanowiło 6,5% ogółu zatrudnionych²¹². Fakt zatrudniania cudzoziemców potwierdziło ok. ¼ polskich firm.

Większość spośród nich to obywatele Ukrainy 686,7 tys. (ich udział spadł o 4,6% od 2022), Białorusi 129 tys., Indii 41 tys., Gruzji 26 tys., Filipin 22 tys. i Bangladeszu 13 tys. Największy przyrost odnotowano wśród obywateli Filipin (o 40%), obywateli Indii (23%) i Białorusi (14,7%). Ogólnie szacuje się, że w pierwszej połowie 2024 było w Polsce ok. 2,5 mln cudzoziemców²¹³, z czego pozwolenia na pobyt posiada (na podstawie danych z 2023) około 730 tysięcy, ok. 427 tys. z Ukrainy, 27 tys. z Białorusi i 20 tys. z Gruzji; większość z nich zameldowanych jest w miastach.

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<https://stat.gov.pl/statystyki-eksperymentalne/kapital-ludzki/cudzoziemcy-wykonujacy-prace-w-polsce-w-styczniu-2024-r-15.14.html>

²¹³ <https://pie.net.pl/co-trzeci-polak-zawyza-liczbe-cudzoziemcow-w-polsce/>

W 2023 w Polsce różne formy ochrony międzynarodowej przyznano łącznie zaledwie 4,6 tys. osób (status uchodźcy uzyskało jedynie 378 osób, głównie z Białorusi i Afganistanu): m.in. 2,9 tys. obywatele Białorusi, 1,1 tys. Ukrainy i 200 Rosji. Odmowę statusu otrzymało 1,9 tys. osób.

b) Kontekst instytucjonalny, polityczny i legislacyjny związany z migracją

W ostatnich dwóch dekadach postawy Polaków wobec imigrantów i uchodźców przechodziły znaczące zmiany. Początkowo były one jednymi z najbardziej pozytywnych w Europie. W 1997 sprzeciw wobec przyjmowania migrantów wyrażało jedynie 21% badanych. Jeszcze w 2009 ponad połowa Polaków uważała, że imigracja uczyniła Polskę lepszym miejscem do życia^[4]. W 2015 roku kryzys uchodźczy w Europie spotęgowany ksenofobiczną narracją rządu polskiego spowodował nagły zwrot w społeczeństwie – odsetek osób opowiadających się za udzielaniem wsparcia uchodźcom spadł z 58% do 36%.

Poparcie dla przyjmowania uchodźców spadło szczególnie w odniesieniu do uchodźców z Bliskiego Wschodu i Afryki, których postrzegano jako zagrożenie (w 2016 71% badanych było przeciwne przyjmowaniu uchodźców z tego regionu). Typowy przekaz w mediach finansowanych przez rząd polski koncentrował się na fałszywej narracji nt. zagrożeniu terroryzmem wywoływanym przez uchodźców z krajów muzułmańskich, zaburzeniu „jedności” kulturowej kraju, wreszcie relatywnie słabej sytuacji ekonomicznej Polski oraz niewystarczającej liczbie miejsc pracy.

Mimo to, od 2019 roku postawy Polaków zaczęły zmieniać się na bardziej pozytywne np. w 2021 77% badanych zgadzało się, że Polska powinna wspierać osoby uciekające przed wojnami i prześladowaniami. Pozytywny stosunek zdecydowanie przeważał w odniesieniu do uchodźców z Ukrainy po rosyjskiej agresji z lutego 2022²¹⁴ który od roku 2023 (głównie w efekcie informacji o kryzysie zbożowym) stale spada i w czerwcu br. wynosił już tylko 54% (w porównaniu do 94% z marca 2022)²¹⁵. Utrzymuje się raczej niechętny stosunek do uchodźców, którzy próbują przekroczyć granicę polsko-białoruską (72% przeciwko).

Mimo akceptacji szeregu dokumentów o ochronie międzynarodowej i ratyfikacji konwencji genewskiej dot. statusu uchodźców Polska pozostaje poza głównym nurtem UE w sprawie Karty Praw Podstawowych UE (w 2007 przystąpiła do tzw. „protokołu brytyjskiego”, co w praktyce oznacza, że postanowień Karty nie można dochodzić na drodze prawnej) oraz unijnej polityki migracyjnej (w 2015 nie wzięła udziału w programie relokacji uchodźców, a w 2024 sprzeciwiła się przyjęciu Pact on Migration and Asylum). Premier Donald Tusk w odniesieniu do

²¹⁴ https://media.odi.org/documents/ODI-Public_narratives_Poland_country_study_POLISH-revMay23.pdf

²¹⁵ CBOS, O wojnie w Ukrainie i sytuacji na wschodniej granicy, 67/2024

Pact stwierdził: "We will not pay for anything, we will not have to accept any migrants coming from other directions, and the European Union will not impose any migrant quotas on us"²¹⁶.

Rząd Donalda Tuska, wybrany podczas rekordowych frekwencyjnie wyborów 15.10.2023, składa się z 4 czterech centro- i lewicowych partii, których elektorat w znacznej mierze wyraża przychylny stosunek do migrantów i uchodźców. Ok. 45 % elektorat narodowo-konserwatywny, to osoby sprzeciwiające się przyjmowaniu migrantów, bądź wyrażający wprost niechęć wobec nich (wyborcy skrajnie prawicowej partii Konfederacja).

c) Ekosystem interesariuszy zaangażowanych na poziomie krajowym

Polska nie posiada narodowej polityki migracyjnej i integracyjnej²¹⁷. Jej brak uwidocznił się szczególnie po agresji rosyjskiej na Ukrainę, kiedy to działania na rzecz uchodźców były chaotyczne i reaktywne, inspirowane głównie przez pomoc osób prywatnych, działania aktywistów i organizacji pozarządowych. W 2024 roku Ministerstwo Spraw Wewnętrznych i Administracji rozpoczęło prace nad narodową polityką migracyjną, mającą uwzględniać działania państwa oraz wszystkich szczebli samorządu terytorialnego, organizacji pozarządowych i innych podmiotów. Prace mają się zakończyć jeszcze w 2024, a w kolejnym roku ma zostać przyjęta nowa ustawa o cudzoziemcach; planowane jest również powstanie w każdym województwie Centrów Integracji Cudzoziemców. Brak formalnych wymogów dotyczących realizacji polityk integracyjnych na poziomie regionalnym i lokalnym powoduje, że działania te są podejmowane jedynie tam, gdzie władze lokalne same decydują się na ich wdrożenie. Np. w wielu – zwłaszcza dużych – miastach funkcjonują

centra wspierania migrantów. Miasta takie jak Warszawa, Gdańsk, Kraków czy Wrocław opracowały strategie integracji migrantów, jednak brak spójności i koordynacji na poziomie krajowym utrudnia efektywne zarządzanie migracjami. Warto dodać, że powstało kilka pomysłów na modele integracji cudzoziemców opracowane np. przez koalicję organizacji pozarządowych Konsorcjum Migracyjne²¹⁸ oraz Laboratorium Polityk Migracyjnych Miast i Regionów Ośrodka Badań nad Migracjami Uniwersytetu Warszawskiego²¹⁹.

²¹⁶

<https://ecre.org/poland-council-adopts-eu-asylum-reforms-despite-polish-opposition-%E2%80%95-poland-joins-group-of-member-states-demanding-new-migration-solutions-%E2%80%95-prime-minister-vows-to-st/>

²¹⁷

http://przyjaznykraj.pl/wp-content/uploads/2024/04/Raport_Polska-polityka-migracyjna_Fundacja-Przyjazny-Kraj_QT_16042024.pdf

²¹⁸ <https://hf.org.pl/wp-content/uploads/2022/10/szkic-do-lokalnych-polityk-integracyjnych.pdf>

²¹⁹ https://www.migracje.uw.edu.pl/wp-content/uploads/2023/08/Model_polityki_wlaczania_migrantow.pdf

Zgodnie z ustawą o cudzoziemcach z 2013 cudzoziemcem jest każda osoba, która nie posiada obywatelstwa polskiego. Ponadto od 2003 obowiązuje ustawa o udzielaniu cudzoziemcom ochrony na terytorium Polski (status uchodźcy, ochrona uzupełniająca, azyl, ochrona czasowa) dot. osób, które przebywają poza granicami swojego państwa z powodu uzasadnionej obawy przed prześladowaniem.

W przypadku, gdy osoba nie spełnia przesłanek do statusu uchodźcy, ale powrót do kraju pochodzenia może narazić ją na rzeczywiste ryzyko doznania poważnej krzywdy, funkcjonuje w Polsce ochrona uzupełniająca. Obydwie kategorie osób mogą ubiegać się o specjalne formy pomocy i wsparcia, otrzymują tymczasowe zaświadczenia tożsamości. W związku z bezprecedensowym napływem uchodźców z Ukrainy w 2022 przyjęto specjalną ustawę o pomocy obywatelom Ukrainy w związku z konfliktem zbrojnym na terytorium tego państwa. Osoby te otrzymały ochronę czasową do VI 2024, obecnie przedłużoną do IX 2025.

Za działania wobec cudzoziemców w Polsce odpowiada Ministerstwo Spraw Wewnętrznych i Administracji, do którego zadań należy opracowanie narodowej polityki migracyjnej i powiązanej z nią ustaw. Ministerstwo nadzoruje też Urząd do spraw Cudzoziemców (odpowiada między innymi za nadawanie ochrony międzynarodowej, udzielanie pomocy socjalnej i medycznej cudzoziemcom, rozpatrywanie odwołań od decyzji w sprawie legalizacji pobytu i wiz) i Straż Graniczną (poza zadaniami związanymi z ochroną granic przyjmuje wnioski o ochronę międzynarodową). Z kolei na poziomie regionów podlegające rządowi urzędy wojewódzkie prowadzą postępowania administracyjne dotyczące zezwoleń na pobyt czasowy, stały oraz zezwoleń na pracę dla cudzoziemców (ostatnio przeprowadzone kontrole wykazały na nadmierną przewlekłość tych postępowań). W niektórych urzędach utworzono struktury zajmujące się pomocą dla cudzoziemców w formie konsultacji ze specjalistami z zakresu legalizacji pobytu w Polsce, prawnikami i tłumaczami.

Organizacje pozarządowe odgrywają ważną rolę w udzielaniu pomocy migrantom i uchodźcom w Polsce, zwłaszcza w sytuacji braku polityki migracyjnej. Od momentu przekroczenia granicy, zapewniają wsparcie prawne, pomoc w znalezieniu zakwaterowania oraz w procesie legalizacji pobytu. Pomimo ataków politycznych i ograniczeń finansowych, organizacje te nadal działały w okresie rządów antyimigracyjnego rządu Prawa i Sprawiedliwości (2015–2023), oferując pomoc, szczególnie podczas kryzysów, takich jak napływ uchodźców z Ukrainy i sytuacja na granicy białoruskiej (działała tam koalicja organizacji pod nazwą Grupa Granica). Wspólnie z lokalnymi władzami organizowały wsparcie, takie jak zbiórki żywności i odzieży oraz integrację migrantów. Wypracowane przez organizacje pozarządowe przykłady skutecznych działań humanitarnych i integracyjnych mogą zostać wykorzystane w opracowaniu i wdrażaniu polityki migracyjnej państwa.



Za kulturę i działania bibliotek w Polsce odpowiada Ministerstwo Kultury i Dziedzictwa Narodowego oraz instytucje podległe: Instytut Książki, Narodowe Centrum Kultury i Biblioteka Narodowa). Ministerstwo realizuje Narodowy Program Rozwoju Czytelnictwa wspierający biblioteki publiczne poprzez granty na działania promujące czytelnictwo i dotacje na remonty i budowę nowych bibliotek. Instytut Książki wspiera też działające w bibliotekach dyskusyjne kluby książki oraz zakup komputerów i innego sprzętu. Biblioteka Narodowa prowadzi centralną bazę opisów publikacji, a Narodowe Centrum Kultury realizuje program BLISKO, wspierający biblioteki jako miejsca integracji lokalnych społeczności.

Zgodnie z prawem za działania na rzecz cudzoziemców w Polsce odpowiadają niemal wyłącznie opisane wyżej centralne i regionalne instytucje rządowe. Na poziomie lokalnym samorządy terytorialne mają ograniczone kompetencje. Powiatowe urzędy pracy biorą udział w opiniowaniu wniosków pracodawców chcących zatrudnić cudzoziemców i udzielają pomocy cudzoziemcom, którzy stracili pracę i zarejestrowali się, jako bezrobotni. Z kolei urzędy gmin wydają cudzoziemcom tzw. numer PESEL, który uprawnia – między innymi – do korzystania z pomocy społecznej oraz przeprowadzają proces potwierdzenia dokumentów tych uchodźców, którzy przebywają w Polsce na podstawie oświadczeń. Oczekuje się, że przygotowywana właśnie polityka migracyjna i nowa ustawa o cudzoziemcach znacznie zwiększy odpowiedzialność samorządów regionalnych, powiatów i gmin oraz za działania związane z integracją cudzoziemców.

W Polsce istnieją od lat dobrze wyspecjalizowane organizacje społeczne zajmujące się wspieraniem osób z doświadczeniem migracji i uchodźstwa a także organizacje świadczące pomoc humanitarną zagranicą. W związku z negatywną narracją dotyczącą wspierania migrantów i procesów migracyjnych a także brakiem tematyki edukacji globalnej w polskiej społeczności, te NGOs przeżywały wiele trudności, m.in. ustało zupełnie krajowe dofinansowanie tego rodzaju projektów. Wojna w Ukrainie i pojawienie się – nagle i niespodziewanie – bardzo licznej grupy uchodźców spowodowało wyzwolenie energii społecznej i natychmiastowy odzew organizacji, które niemal natychmiast przeorganizowały swoją działalność na rzecz przybyłych osób. Były to przede wszystkim duże organizacje funkcjonujące w większych ośrodkach miejskich, skonsolidowane (tylko te przetrwały) i mające doświadczenie w pozyskiwaniu środków na działalność. Konsorcjum migracyjne <https://konsorcjum.org.pl/> – nieformalne porozumienie 9 organizacji pracujących z TCN, Fundacja Ocalenie <https://en.ocalenie.org.pl/>, organizacje humanitarne jak Polska Akcja Humanitarna <https://www.pah.org.pl/>, a także organizacje i niezależni aktywiści wspierający od 3 lat osoby, które usiłują się przedostać przez granicę polską z Białorusi (granica UE) – to reprezentatywne środowisko podmiotów, które mogą stanowić aktywne wsparcie lokalnych



grup działania dzieląc się swoim doświadczeniem i profesjonalnym przygotowaniem do pracy z TCN.

Organizacje te udzielają zarówno pomocy doraźnej jak i wspierają integrację osób z doświadczeniem migracji i uchodźstwa oferując wsparcie w codziennym życiu i pomoc w integracji w społeczności polskiej – mieszkanie, znalezienie pracy, wsparcie finansowe i rzeczowe, pomoc w zrozumieniu procedur migracyjnych i załatwienie dokumentów pobytowych. NGOs prowadzą także działania rzecznicze, badawcze oraz kampanie informacyjne o sytuacji migrantów, ich potrzebach a także korzyściach przyjęcia nowych przybyszy w Polsce.

NGOs współpracują od dawna z lokalnymi partnerami, w tym z bibliotekami, oferując uczestnictwo w projektach o zasięgu regionalnym a nawet ogólnopolskim, pełnią rolę edukatorów a także dostawców materiałów edukacyjnych. Tę współpracę należałoby rozwinąć i bardziej powszechnie wykorzystywać w tworzeniu lokalnych partnerstw i grup działania ponieważ NGOs zgromadziły zasoby, których najbardziej brakuje bibliotekom.

II. Terytorialny kontekst migracji

d) Instytucjonalne i administracyjne aspekty funkcjonowania władz lokalnych

Od 1999 samorząd terytorialny w Polsce ma trzy poziomy: gminy (w 2024 było ich 2477), powiaty (318) i województwa (16). Gminy odpowiadają za wszystkie lokalne sprawy ważne dla wspólnoty lokalnej. Zarządzane są przez radę oraz – zależnie od wielkości gminy: wieś, małe miasto, duże miasto – odpowiednio: wójta, burmistrza lub prezydenta wybieranego w wyborach bezpośrednich przez mieszkańców. Do zadań gminy należy także dbanie o rozwój kultury, w tym utrzymywanie takich instytucji jak biblioteki (każda gmina ma obowiązek prowadzić jedną bibliotekę, średnio w każdej gminie jest jedna biblioteka główna i trzy filie) i centra kultury. Urzędy gmin przyjmują cudzoziemców wnioski o nadanie tzw. numeru PESEL co umożliwia ich identyfikację i korzystanie ze świadczeń społecznych. Powiaty zajmują się zadaniami wykraczającymi poza możliwości gmin, takimi jak zarządzanie szpitalami, szkołami ponadpodstawowymi i urzędami pracy. Prowadzą też biblioteki powiatowe wspierające biblioteki lokalne. Samorząd wojewódzki prowadzi instytucje kultury o zasięgu regionalnym, takie jak teatry, opery, muzea oraz wojewódzkie biblioteki publiczne, które siecują i wspierają biblioteki powiatowe i gminne.

Wśród ekspertów i działaczy samorządowych rośnie przekonanie, iż integracja migrantów wymaga podejścia strategicznego. Obecnie nie ma żadnych prawnych wymogów w tym zakresie, stąd niewiele samorządów posiada strategię integracji. Wyjątkiem są niektóre duże miasta (Gdańsk, Kraków, Wrocław). W Warszawie – mieście, w którym mieszka największa populacja migrantów w Polsce – władze zwróciły uwagę na migrantów we wszystkich programach i strategiach w ramach integracyjnej wizji, w której wszyscy „obywatele Warszawy”,

niezależnie od narodowości, mogą czuć się jak u siebie w domu²²⁰. Przewiduje się, że sytuacja ta ulegnie zmianie po wprowadzeniu krajowej polityki integracji, na którą pracuje obecnie Ministerstwo Spraw Wewnętrznych i Administracji.

Ponieważ samorzady terytorialne aktualnie nie mają istotnych zadań związanych z integracją migrantów – nie ma jednolitych struktur zajmujących się tymi problemami w urzędach gmin, powiatów i województw. Ich powołanie i zakres zadań jest dobrowolną decyzją każdego samorządu terytorialnego, np. utworzenie wyodrębnionych jednostek zajmujących się kwestią integracji migrantów albo zlecenie określonych zadań organizacjom społecznym.

W innych, istniejącym strukturom zleca się czasowo określone zadania.

W Lublinie w odpowiedzi na kryzys uchodźczy powstał specjalny komitet koordynujący działania różnych struktur miasta z udziałem organizacji pozarządowych. W Warszawie – mieście o największej liczbie cudzoziemców w Polsce – władze koordynowały działania tysięcy wolontariuszy udzielających pomocy uchodźcom z Ukrainy w pierwszych miesiącach po rosyjskiej agresji, udostępniały miejsca noclegowe w budynkach należących do miasta i uruchamiały punkty informacyjne np. na dworcach kolejowych²²¹. Do działań na rzecz migrantów w Warszawie powołano Zespół Koordynacji Działań na rzecz Cudzoziemców w ramach Biura Współpracy Międzynarodowej, w praktyce jednak realizują je także inne struktury urzędu. Generalnie zaangażowanie polskich samorządów w pomoc dla uchodźców z Ukrainy – mimo braku polityk i ram prawnych – było bezprecedensowe. Milionom osób zapewniono schronienie, opiekę i wyżywienie. Organizowano zbiórki darów, które trafiały do uchodźców i ukraińskich samorządów. Zorganizowano wsparcie przy legalizacji pobytu i świadczeniach, oraz naukę języka polskiego i doradztwo zawodowe. Uchodźcy mieli dostęp do oferty sportowej i kulturalnej. Zapewniono edukację dla ok. 200 tys. ukraińskich dzieci. We wszystkie te działania aktywnie włączały się biblioteki.

e) Instytucjonalne i administracyjne aspekty funkcjonowania bibliotek

W 2023 działało 7 570 bibliotek publicznych, z czego około 65% znajdowało się na terenach wiejskich. Najwięcej bibliotek było w województwie mazowieckim (945), a najmniej w podlaskim (224). Średnio na jedną bibliotekę przypadało 4,972 mieszkańców, najwyższy wskaźnik w województwie pomorskim (7,636). W Polsce istnieją trzy rodzaje bibliotek publicznych: wojewódzkie, powiatowe i gminne, których organizatorem są odpowiednio urzędy marszałkowskie, powiatowe i gminne. Biblioteki wojewódzkie odpowiadają za wspieranie

²²⁰ https://media.odi.org/documents/ODI-Public_narratives_Poland_country_study_POLISH-revMay23.pdf

²²¹ https://media.odi.org/documents/ODI-Public_narratives_Poland_country_study_POLISH-revMay23.pdf

bibliotek na szczeblu regionalnym, a powiatowe na szczeblu gminnym. Sprawy dotyczące bibliotek znajdują się też w gestii rad poszczególnych szczebli samorządów, a w ich ramach komisji kultury, które zwykle – zwłaszcza w małych gminach – zajmują się też innymi usługami społecznymi. W niektórych społecznościach lokalnych biblioteka jest to jedynym powszechnie dostępnym miejscem publicznym, które oferuje usługi związane z kulturą i edukacją bezpłatnie.

Odsetek bibliotek publicznych oraz placówek biblioteczno-informacyjnych dysponujących komputerami w porównaniu z rokiem poprzednim nieco wzrósł. W 2023 r. wyposażonych w komputery było 96,3% placówek bibliotecznych (w 2022 94,8%). W bibliotekach tych użytkowanych było łącznie 74,2 tys. komputerów. Z ogólnej liczby komputerów dostępnych dla użytkowników 96,1% posiadało dostęp do Internetu. W 2023 biblioteki miały w swoich zbiorach 124,3 mln książek oraz 3,4 materiałów audiowizualnych. Przeciętnie jedna biblioteka publiczna oferowała czytelnikom 7 tytułów czasopism. 82% bibliotek oferuje dostęp online do katalogu, a 65% możliwość zdalnego składania zamówień. 44% bibliotek daje bezpłatny dostęp do platform udostępniających e-booki i audiobooki. W 2023 r. zorganizowano w bibliotekach 197 tys. edukacyjnych wydarzeń stacjonarnych i 1,6 tys. online, w których – łącznie z wypożyczeniami książek – wzięło udział 5,8 mln osób (55% więcej niż w 2021 kiedy zanotowano spadek w związku z pandemią Covid. W porównaniu z 2022 r. liczba zarejestrowanych użytkowników wzrosła o 5,2%, a czytelników o 4,5%. W ciągu roku w bibliotekach publicznych odnotowano 58,4 mln odwiedzin (wzrost o 7,3%). W bibliotekach publicznych na koniec 2023 r. zatrudnionych było 22,0 tys. pracowników. Na stanowiskach bibliotekarskich pracowało 15,2 tys. osób, blisko połowa z nich (48,5%) posiadała wyższe wykształcenie kierunkowe. Spośród wszystkich pracowników biblioteki, 65,7% wzięło udział w szkoleniach podnoszących kwalifikacje zawodowe, sfinansowanych przez pracodawcę²²².

III. Inspirujące praktyki: biblioteki jako przestrzeń integracji dla cudzoziemców spoza Unii Europejskiej

a) Doświadczenie bibliotek w działaniach na rzecz TCN

Na potrzeby opracowania dotyczącego działań na rzecz cudzoziemców spoza Unii Europejskiej (TCN), prowadzonych przez biblioteki w Polsce, zebraliśmy informacje z badań ankietowych, spotkań focusowych i wywiadów od ponad 90 bibliotek z terenu całej Polski. Uwzględniliśmy informacje od przedstawicieli bibliotek wojewódzkich sprawujących opiekę nad siecią bibliotek gminnych w regionach, a także głosy przedstawicieli kadry kierowniczej skupionych w radzie konsultantów FRSI. Ponadto zebraliśmy przykłady działań od bibliotek, które uczestniczą w projektach grantowych prowadzonych przez FRSI na rzecz uchodźców z Ukrainy w 3 ostatnich latach oraz wcześniejszych działań wielokulturowych. Projekty są skierowane zarówno do osób dorosłych, głównie matek dzieci przybyłych do Polski po rozpoczęciu pełnoskalowej inwazji

²²² <https://stat.gov.pl/obszary-tematyczne/kultura-turystyka-sport/kultura/biblioteki-publiczne-w-2023-roku,14,8.html>

Rosji w Ukrainie ale też skierowane do kobiet, które poszukują zatrudnienia w Polsce zgodnie ze swoim profilem zawodowym.

Biblioteki w Polsce zdobyły najwięcej doświadczeń w pracy z cudzoziemcami spoza UE (TCN) w ostatnich trzech latach, pracując głównie z osobami z doświadczeniem migracji i uchodźstwa przybyłymi z Ukrainy. Wcześniejsze doświadczenia, dotyczące pracy z innymi nacjami czy mniejszościami dotyczą stosunkowo nielicznych bibliotek, na których terenie zamieszkiwały większe grupy przybyszów np. z krajów azjatyckich (np. Wietnamczycy i Hindusi w Raszynie pod Warszawą) – wybrane dobre praktyki działań wielokulturowych w bibliotekach zostały opisane w publikacji „Biblioteka miejscem spotkań wielu kultur” – <https://frsi.org.pl/projekt/biblioteka-miejscem-spotkan-wielu-kultur/>.²²³

Na ogół jednak bibliotekarze przyznają, że nadal niewielu cudzoziemców (poza uchodźcami z Ukrainy) korzysta z ich usług. Czasem o istnieniu takiej grupy wiedzą jedynie spotykając migrantów w przestrzeni publicznej – ale nie docierają oni do biblioteki. Migranci, w szczególności innej rasy, są widoczni w większych miastach; rzadko kiedy jednak wychodzą poza wąski krąg osób z tego samego kraju/regionu, bądź mówiących w tym samym języku. Ich zdolność do samoorganizacji jest różna i zależy m.in. od liczebności grupy i wykonywanej pracy. Zdecydowanie lepiej niż nowi przybysze, jeśli chodzi o samorzecznictwo mają się „stare” mniejszości narodowe, czyli Ukraińcy, Białorusini, Wietnamczycy itd., których społeczności stworzyły ramy formalne reprezentacji np. w postaci organizacji pozarządowych (Dom Ukraiński, Związek Ukraińców w Polsce).

Specjalne działania o charakterze integracyjnym dla różnych grup migranckich i uchodźczych są, zarówno jeśli chodzi o ofertę instytucji kultury, jak i samorządu, rzadkością (największe doświadczenie i dorobek mają w tej kwestii NGOsy).

W związku z homogeniczną strukturą Polski od czasów II Wojny Światowej, bardzo niewielkiej imigracji w latach powojennych, a także negatywnego nastawienia rządu w ostatnich 10 latach (co zostało omówione w innej części raportu) doświadczenia współistnienia w wielokulturowej i wieloetnicznej społeczności było dotychczas zdecydowanie ograniczone. W ostatnich 15 latach nieliczne biblioteki realizowały działania na rzecz mniejszości zamieszkałych od dawna w Polsce i częściowo zasymilowanych – grup etnicznych, jak np. Kaszubi, Żydzi, Tatarzy na Podlasiu czy Romowie. Takie działania były jednak prowadzone regionalnie i wiązały się z historyczną spuścizną danego miejsca a nie na aktualnych potrzebach osób z doświadczeniem migracji i uchodźstwa.

Wojna w Ukrainie zmobilizowała biblioteki do pracy z cudzoziemcami na większą skalę. Choć sytuacja się zmienia, uchodźcy najczęściej wybierają lokalizacje, gdzie już wcześniej zamieszkali ich znajomi czy rodzina lub w większych miastach, gdzie oferta mieszkaniowa, szkolna i pracy była lepsza, mimo działań relokacyjnych prowadzonych przez rząd. Przepływ

²²³ Branka, M., Cieślukowska, D. (2015). Multicultural library. Available at: https://biblioteki.org/app/uploads/2023/02/MULTICULTURAL_LIBRARY_www.pdf (accessed 23 September, 2024).

osób pomiędzy miastami (niewielkie grupy zdecydowały się osiedlać na wsi) był też bardzo dynamiczny.

Modele podejmowania działań z TCN przez biblioteki

Biblioteki podejmowały działania na rzecz TCN z różnych pobudek i w różnych okolicznościach, inspirowane przez różne lokalne podmioty. Pierwsze działania były najczęściej organizowane ad hoc, bibliotekarze musieli polegać na własnej wiedzy i pomysłach, które sprawdzali w działaniu; w wielu wypowiedziach powtarza się wątek braku profesjonalnego przygotowania np. w obszarze komunikacji międzykulturowej i modeli/scenariuszy do wykorzystania oraz odgórnej decyzji władz, związanej z realizowaną polityką integracji, która uzasadniłaby podejmowane próby.

Ze względu na inicjatywę w podejmowaniu działań na rzecz TCN możemy mówić o 3 modelach: 1) inicjatywa własna bibliotek, 2) działania proponowane lub zlecone przez samorząd lokalny lub 3) działania prowadzone przez biblioteki jako partnerzy w większych projektach inicjowanych np. przez lokalne, regionalne lub (najczęściej) ogólnopolskie organizacje społeczne specjalizujące się w pracy z TCN, na którą to działalność zdobywają fundusze ze środków UE czy publicznych zbiorów pieniędzy czy środków rzeczowych.

1. Inicjatywy własne bibliotek w pracy z TCN. Są podejmowane zwłaszcza, jeśli już wcześniej na terenie działania biblioteki zamieszkiwali cudzoziemcy z różnych stron świata bądź w grupie przyjezdnych znalazł się naturalny lider, osoba, która mogła stanowić „pomost” pomiędzy grupą przybyszów i społecznością przyjmującą. W większości na miejscu były to osoby z Ukrainy (ponad 800 tysięcy przed 2021) czy innych państw byłego ZSRR czy Rosji (Białoruś, Czeczenia, Gruzja i in.). Bodźcem do rozpoczęcia działań własnych biblioteki były osoby z tych krajów, znające język danej grupy, którzy udzielali się jako wolontariusze lub zostali zatrudnione w bibliotece; np. nauczycielki czy bibliotekarki z Ukrainy. Biblioteka mogła rozpocząć działania, jeśli w grupie znalazł się lokalny lider, mający kontakt z daną grupą odbiorców; niekoniecznie jej formalny reprezentant, ale osoba mająca możliwość dotarcia, i co więcej ciesząca się zaufaniem potencjalnych odbiorców działań. Po pełnoskalowej inwazji Rosji na Ukrainę biblioteki, podobnie jak osoby indywidualne i organizacje społeczne, jako jedne z pierwszych włączyły się w działania na rzecz uchodźców z Ukrainy, oferując pomoc doraźną napływającym z granicy polsko-ukraińskiej osobom, a następnie wspierając tych, którzy choćby na jakiś czas zatrzymywali się na terenie działań biblioteki.

2. Działania bibliotek inicjowane lub zlecane przez samorząd lokalny, organ zarządcy bibliotek publicznych. Jako, że w Polsce działania na rzecz migrantów nie są ujęte w ramy ustawowe, na samorządzie nie spoczywa obowiązek prowadzenia na ich rzecz regularnych działań. Ta sytuacja zmieniła się po 24 lutego 2022, gdy do kraju przybyli uchodźcy wojenni z Ukrainy. Samorząd lokalny, w szczególności gminy nadgraniczne organizowały już w kilka dni po wybuchu wojny punkty recepcyjne dla uchodźców oferując doraźną pomoc – tymczasowe przyjęcie, nocleg, wyżywienie, transport do lokalizacji. Na początku była to wielokrotnie własna inicjatywa lokalnych władarzy, którą podejmowali posiłkując się pomocą innych podmiotów –

organizacji i instytucji na swoim terenie, wśród nich do wspólnego działania zapraszano także biblioteki. Bibliotekarki z gminy Pępowo (patrz opis dobrej praktyki w tabeli) zwraca uwagę, że z inicjatywy wójta już w kilka dni po rozpoczęciu wojny w Ukrainie na gminnym zebraniu zjednoczono siły i podzielono zadania – do dziś, choć grupa osób, którym pomagano się zmienia, poszczególne podmioty współpracują ze sobą a w gminie mieszka grupa uchodźców z Ukrainy, którzy z tym miejscem chcą związać swoje dalsze losy.

W połowie marca 2022 wraz z decyzjami rządu (centralnego) i ukazaniu się zarządzeń dotyczących pomocy uchodźcom wojennym z Ukrainy rola samorządów w tym procesie została określona i mogły one już odpowiednio zarządzać procesem w gminach dzieląc zadania pomiędzy podlegające im instytucje – w tym biblioteki publiczne. Biblioteki dysponowały przede wszystkim pomieszczeniami, które można było przystosować do wsparcia uchodźców a bibliotekarze bardzo dobrze znają swoich mieszkańców, nie tylko odbiorców ich działań a także cieszą się zaufaniem publicznym, co stanowiło atut w prowadzeniu działań pomocowych. Szczególnie w mniejszych ośrodkach życie codzienne skupia się na co dzień wokół biblioteki, neutralnego, dostępnego miejsca dla wszystkich.

3. Biblioteki jako partnerzy w większych projektach

Najszybciej po 24 lutego zorganizowały się organizacje społeczne, indywidualni działacze wolontariusze zawiązywali grupy pomocowe zagospodarowując dynamicznie pojawiające się potrzeby masowo przybywających uchodźców. NGOs przede wszystkim wykorzystały sieć własnych wolontariuszy, zorganizowały zbiórkę pieniędzy (zbiórki publiczne) oraz darów rzeczowych. Polskie organizacje zajmujące się pomocą humanitarną oraz pomocą społeczną otrzymały także stosunkowo szybko pomoc finansową od międzynarodowych organizacji, które już w miesiąc po inwazji na Ukrainę przekierowały swoje działania na tę część Europy. Otrzymanie pomocy finansowej od dużych organizacji pomocowych wymagało jednakże przygotowania i stabilnej sytuacji biorców, dlatego też szansę na to miały przede wszystkim większe, ogólnopolskie lub regionalne organizacje z doświadczeniem pracy zagranicą. Naturalnym partnerem lokalnym dla takich NGOs były biblioteki, których sieć jest gęsta a zasięg imponujący. Na razie organizacje pozarządowe są naturalnymi partnerami w organizowaniu różnych działań dla społeczności, pozyskiwaniu środków na działalność czy profesjonalnej wiedzy. O działaniach organizacji społecznych na rzecz TCN piszemy niżej.

Typy działań i aktywności

Biblioteki organizowały różne działania stopniowo korygując ofertę w zależności od zapotrzebowania grupy docelowej. Kursy językowe dla dorosłych i młodzieży są prowadzone w niektórych bibliotekach do dziś i stale cieszą się popularnością. Do najczęstszych należą:

1. Pomoc doraźna – działania na rzecz uchodźców wojennych z Ukrainy w pierwszych miesiącach 2022 to przede wszystkim pomoc doraźna dla rodzin (matek i dziadków z dziećmi) przybywających do Polski często nawet bez podręcznego bagażu. Podstawowa pomoc humanitarna, a więc zapewnienie tymczasowego schronienia, posiłku, odpowiedniego ubrania to pierwsze akcje, jakimi kierowali bibliotekarze często wspierając lub prowadząc gminne

punkty recepcyjne, szczególnie w regionach przygranicznych. Jeden z największych i najwcześniej zorganizowanych punktów działał przy Bibliotece w Hrubieszowie. Z czasem lokalne ośrodki pomocy społecznej przejęły na siebie część tych zadań, choć nadal ważnym aspektem lokalnej współpracy jest wzajemne informowanie się o potrzebach odbiorców.

2. Biblioteka jako miejsce przyjazne dla dzieci i młodzieży – zapewnienie pomocy w odrabianiu lekcji, oswojenia się ze szkołą, w której wszystko, począwszy od języka i alfabetu było obce – to zadanie, do którego bibliotekarze byli dobrze przygotowani a biblioteka stanowiła neutralne miejsce – bez szkolnej presji. Było to o tyle ważniejsze, że sektor edukacji w Polsce był słabo przygotowany do natychmiastowego przyjęcia kilkuset tysięcy dzieci ukraińskich do polskich szkół (powstawały też szkoły ukraińskie, jednak jest ich bardzo niewiele w stosunku do rzeczywistego zapotrzebowania), nie mówiąc o zapewnieniu asystentów międzykulturowych, wsparcia językowego itp. Pomoc dzieciom w nauce, odrabianie lekcji w bibliotekach odciążało też nauczycieli, którzy z dnia na dzień, bez przygotowania, musieli podjąć w szkole wiele wyzwań związanych z nauką wielu nowych uczniów w szkole.

Działania dla dzieci szkolnych przyciągały do bibliotek także mamy z młodszymi dziećmi, którym zaczęto oferować także zajęcia przedszkolne a także wychodzić do matek i badać ich potrzeby. Taką drogą organizowały pomoc biblioteki dotowane przez FRSI w ramach projektów „Biblioteka dla wszystkich” realizowanych przy współpracy z Save The Children International. Dobrego przygotowania wymagała praca z ukraińską młodzieżą, prowadzona także w ramach wspomnianego wyżej projektu. W pierwszych dwóch latach wiele z tych osób pozostawało poza polską szkołą, jedynie w edukacji online oferowanej przez państwo ukraińskie, co stwarzało sytuację ogromnej izolacji, wręcz „gettoizowania się” młodych ludzi, którzy przebywają w domu bądź we własnym gronie (osób pochodzenia ukraińskiego, mówiących w języku rosyjskim bądź języku ukraińskim). Generalnie młodzież z Ukrainy bardzo słabo integruje się z polskimi rówieśnikami; winić można tu stereotypy narodowościowe (w Polsce wciąż pokutuje pejoratywna ocena „ruskich”), ale też pewną „wsobność” grup rówieśniczych. Osoby w tym wieku są dość nieufne i nierzadko bardzo oceniające, a niedopasowanie do standardów grupy bardzo szybko powoduje wykluczenie, ostracyzm, wyśmiewanie i inne formy przemocy rówieśniczej. Ta grupa, jako newralgiczna ze swej natury (w Polsce mamy do czynienia z masowym kryzysem zdrowia psychicznego wśród nastolatków, spotęgowanym przez brak pomocy psychiatrycznej/terapeutycznej) powinna zostać objęta szczególnym wsparciem oraz programami integracyjnymi dla grup mieszanych.

Próbie monitorowania tej grupy i włączenia jej do nauki w polskich szkołach rząd polski podjął dopiero na początku 2024 roku. Niestety sprowadza się ona do przymusu uczęszczania do szkoły w przypadku pobierania świadczeń społecznych.

3. Kursy języka polskiego dla dorosłych i młodszych – wraz z ofertą pomocy w lekcjach dla ukraińskich uczniów w bibliotekach, organizowano, często przy pomocy finansowej gminy ale też ze środków własnych, kursy języka polskiego – zarówno na miejscu jak i online. Często rolę edukatorów pełniły osoby znające język polski i ukraiński wcześniej zamieszkałe w gminach.

Bibliotekarze zaczęli się też uczyć języka ukraińskiego, aby skuteczniej porozumiewać się z przybyszami. Nasze języki są podobne, jednak wyraźne różnice i inny alfabet stwarzają barierę w bardziej zaawansowanej komunikacji a w szczególności w nauce i podejmowaniu pracy. Kursy języka polskiego stanowiły też w pewnym stopniu katalizator w sytuacjach wewnętrznych konfliktów w grupie osób przybywających z różnych części Ukrainy, z których znaczna część (ze wschodu kraju) na co dzień posługiwała się językiem rosyjskim, co powodowało niejednokrotnie ostracyzm wśród dzieci w szkole wewnątrz grupy ukraińskiej.

Nieumiejętność prawidłowego posługiwania się językiem polskim wywołuje negatywne emocje wśród dużej części społeczeństwa polskiego, co więcej dotyczą one głównie osób z krajów byłego ZSRR. Inaczej postrzegana jest osoba z „Zachodu”, która podejmuje, nawet nieumiejętne, próby mówienia po polsku, a inaczej „ruski”, który polskim posługuje się sprawnie, jednakowoż z silnym cudzoziemskim akcentem. Kwestia języka ma ogromne znaczenie w możliwości podjęcia pracy zgodnie ze swoimi kwalifikacjami.

4. Oferta kulturalna, działania integracyjne – biblioteki podejmowały od początku liczne działania mające na celu polepszenie dobrostanu przybywających z Ukrainy uchodźców a także zintegrowania grupy z lokalną społecznością. Festyny, prezentacje kultury Polski i Ukrainy, wspólne obchodzenie najważniejszych ukraińskich świąt, prezentacja tradycji, świąteczne spotkania – to tylko niektóre z podejmowanych działań, które regularnie odbywają się w bibliotekach. Katalog cyklicznych imprez poszerzono o te, które miały na celu wzajemne poznanie się nowych i dawnych mieszkańców społeczności. Do dyskusji pozostaje format działań integracyjnych dla osób przyjezdnych i społeczności przyjmującej. Udział nowoprzybyłych w wydarzeniach zależy od szeregu zmiennych, tj. gotowość do nawiązania kontaktu z osobami mówiącymi w innym języku, otwartość na inne podejście/sposoby spędzania czasu/unikalne kody kulturowe, zainteresowanie itd. Bywa również znacząco ograniczany przez doświadczenia jednostki (trauma wojenna, obawa przed odrzuceniem).

5. Poszerzanie księgozbioru i imprezy czytelnicze – większość bibliotek od początku zabiegała o możliwość poszerzenia księgozbioru o pozycje w języku ukraińskim – książki dla dzieci, lektury szkolne, beletrystyka dla dorosłych – zarówno autorów ukraińskich jak i tłumaczenia polskich autorów. Stosunkowo szybko książki po ukraińsku zaczęły być drukowane w Polsce lub sprowadzane z zachodniej Ukrainy; większość bibliotek, których odbiorcami są osoby z Ukrainy – ma dla nich obecnie ofertę czytelniczą w języku ojczystym. Jednakże obserwacje z ostatnich miesięcy, jak przyznaje wielu bibliotekarzy, pokazują, że zwłaszcza osoby młodsze – dzieci i młodzież szkolna – coraz chętniej sięga po książki w języku polskim. Wśród młodych Wietnamczyków w podwarszawskim Raszynie jest też tendencja do asymilowania się – drugie pokolenie często chce być postrzegane jako mieszkańcy i obywatele polscy; nie podkreśla swoich odrębności tak, jak ich rodzice, choć jednocześnie pielęgnuje własne tradycje w swoim gronie, w obrębie własnych, lokalnych stowarzyszeń.

Wyzwania i potrzeby

1. **Niechęć społeczności polskiej i mowa nienawiści w mediach.** Bez względu na doświadczenia działań z cudzoziemcami i ich liczbę, bibliotekarze notują pogorszenie się od kilku lat sposobu postrzegania cudzoziemców w Polsce – zarówno uchodźców wojennych z Ukrainy jak i przybyszy (wciąż niezbyt licznych) z dalszych kierunków (zwłaszcza Dalekiego Wschodu i Afryki). Negatywne nastawienie poprzedniego rządu (u władzy do końca 2023) oraz negatywnego przekazu w przestrzeni publicznej – w mediach, zwłaszcza w telewizji publicznej – pociągnęły za sobą intensyfikację mowy nienawiści i niechęci wyrażanej w mediach społecznościowych, ale też w codziennych sytuacjach życiowych; w sklepie, zakładach pracy itd. Obecny rząd również nie podjął zdecydowanych działań w celu zapobiegania takiej narracji i zachowaniom, tym bardziej, że kryzys humanitarny na granicy pomiędzy Polską a Białorusią, gdzie służby mundurowe nie przestrzegają prawa międzynarodowego i polskiego w odniesieniu do migrantów (np. stosują nagminnie technikę push-back) nie sprzyjają zmianie społecznych nastrojów. Jeśli chodzi o przybyszy z Ukrainy – daje o sobie znać niechęć związana z rywalizacją o podstawowe dobra jak praca, zasiłki z pomocy społecznej czy też ułatwienia, które otrzymali (czasowo) uchodźcy wojenni, co jest postrzegane, szczególnie przez osoby w trudniejszej sytuacji materialnej – jako niesprawiedliwe.

W komunikacji polsko-ukraińskiej (od poziomu rządowego po indywidualny) cały czas odgrywają rolę historyczne resentymenty związane z rzezią ludności polskiej na Wołyniu (1943) przez ukraińskie oddziały powstańcze²²⁴. Te i inne argumenty związane z „nielojalnością” Ukraińców są przytaczane przez konserwatywne/radykalnie prawicowe media jako argument przeciw jakimkolwiek ułatwieniom czy programom mającym na celu budowanie pokojowego współistnienia wielonarodowego społeczeństwa.

Podejmowanie nowych projektów lub kontynuacja działań z cudzoziemcami w bibliotece staje się więc trudna. Bibliotekarze nierzadko obawiają się promowania inicjatyw na rzecz cudzoziemców, spotykają się z bezpośrednio wyrażaną niechęcią polskich odbiorców (np. „nie ma miejsca na zajęciach dla polskich dzieci!” itp.). Bibliotekarze są też zaniepokojeni chuligańskimi wystąpieniami o charakterze rasistowskim, które miały miejsce w niektórych miejscowościach jako odpowiedź na incydenty, które przypisywano cudzoziemcom (tzw. patrole obywatelskie pobiły ostatnio mieszkańców hostelu dla pracowników z zagranicy w Żyrardowie) – a także brak zdecydowanej reakcji czy też myślenia o działaniach prewencyjnych i edukacyjnych ze strony władz lokalnych. Zwracają uwagę, że mimo lepszych warunków działania (np. pojawiły się możliwości finansowania) – trudniej inicjować takie projekty. Zwłaszcza w sytuacji, gdy sektor biblioteczny boryka się po pandemii z licznymi wyzwaniem, często wypaleniem zawodowym bibliotekarzy, a także złą sytuacją finansową – podejmowanie kolejnych wyzwań tym bardziej jest utrudnione np. z powodu ograniczeń finansowych i regularnie rosnącego zakresu działalności bibliotek.

2. **Brak profesjonalnego przygotowania, oferty szkoleń dla bibliotekarzy** – oferta szkoleń dla edukatorów i osób pracujących z cudzoziemcami, z zakresu edukacji antydyskryminacyjnej i

²²⁴ Krakowska, K. THE ROLE OF VOLHYNIA MASSACRE IN BUILDING A NARRATIVE ABOUT UKRAINIANS ON THE POLISH INTERNET (2017).

pracy w środowisku wielokulturowym jest niewielka, w większości odpłatna i trudna do znalezienia, ponieważ oferują ją przede wszystkim NGOs z większych ośrodków – a to świat nieznany wciąż wielu bibliotekarzom. Bibliotekarze zwracają uwagę na brak takiej tematyki w obrębie przygotowania zawodowego i postulują zmianę np. z powodu ograniczeń finansowych i regularnie rosnącego zakresu bibliotek.

Branżowe stowarzyszenia biblioteczne wciąż niewiele oferują środowisku w tej dziedzinie, nie postrzegając tej tematyki jako ważnej i pilnej do poznania. Bibliotekarze zdani są na siebie jeśli chodzi o poszukiwanie informacji i wskazówek dotyczących pracy w środowisku wielokulturowym. Ponadto bibliotekarze (podobnie jak nauczyciele) dostrzegają konieczność współpracy ze specjalistami takimi jak psychologowie, psychiatry, terapeuci aby wspierać osoby z doświadczeniem migracji i uchodźstwa (przede wszystkim traumy wojennej), w tym zarówno dzieci jak i dorosłych, którzy są odbiorcami działań biblioteki. Niestety państwowy system ochrony zdrowia, zwłaszcza psychicznego w Polsce nie jest na tyle wydolny by objąć pomocą migrantów.

3. Niewystarczająca oferta materiałów edukacyjnych. Materiały edukacyjne, zwłaszcza scenariusze zajęć edukacyjnych, które można byłoby zastosować dla dzieci ale i dla dorosłych są nieliczne. W wielu projektach są one przygotowywane, natomiast nie zawsze upubliczniane, w szczególności na licencjach pozwalających na korzystanie z nich w ramach innych inicjatyw. Nie istnieje zintegrowana baza materiałów, a taka przydałaby się bibliotekarzom – swoisty przewodnik dla edukatorów z informacją o możliwych zastosowaniach, a nawet możliwość zwrócenia się do eksperta, których doradziłby dobór odpowiednich pomocy – postulują bibliotekarze. To mogłoby być zadanie dla Stowarzyszenia Bibliotekarzy Polskich.

4. Badanie potrzeb cudzoziemców jako nowych użytkowników bibliotek – nieznamość reguł pracy w wielokulturowym środowisku towarzyszy potrzeba badania potrzeb nowych odbiorców. Bibliotekarze przyznają, że nie zawsze oferowane przez nich działania znajdują odbiorców, nie zawsze są tym, co okazuje się być niezbędne czy najbardziej pilne. Pytanie, jak przyciągnąć do biblioteki cudzoziemców, co i w jaki sposób zaoferować często wybrzmiewa wśród potrzeb bibliotekarzy, którzy myślą o pracy z cudzoziemcami – dostrzegając jednocześnie konieczność elastycznego dostosowania się do zmieniających się potrzeb, w związku z przybywaniem nowych grup czy też zmianą potrzeb np. uchodźców z Ukrainy czy Białorusi (migracja polityczna), którzy stosunkowo szybko aklimatyzują się w Polsce.

5. Procedury i rola władz lokalnych

Mimo, iż gminy i powiaty są niezależne od władz centralnych, to stosunek rządu do kwestii migracyjnych ma pewien wpływ na decyzje podejmowane lokalnie. Istniejący do grudnia 2023 rząd Prawa i Sprawiedliwości był otwarcie wrogi wobec migrantów, zwłaszcza spoza Europy. W trakcie kampanii wyborczych partia ta upowszechniała narracje pokazujące migrantów, jako zagrożenie dla spójności społecznej, bezpieczeństwa, a nawet zdrowia obywateli. W takim klimacie podejmowanie kwestii migracyjnych przez władze lokalne wymagało odwagi i nonkonformizmu.

Choć poziom powiatowy/gminny jest teoretycznie niezależny, partia rządząca w kraju ma wpływ na dodatkowe środki przekazywane samorządom np. w ramach utworzonego przez Prawo i Sprawiedliwość Funduszu Inwestycji Samorządowych, funduszy strukturalnych UE).

Duże, rządzone przez opozycyjnych prezydentów miasta mogą sobie pozwolić na niezależność oraz podejmowanie prób systemowej organizacji wsparcia dla migrantów i uchodźców. Burmistrzom mniejszych miejscowości jest zdecydowanie trudniej, nawet jeśli dostrzegali wagę problemu. Z kolei ogólny klimat wokół migracji w kraju, a także nastawienie władz lokalnych wpływało na decyzje dyrektorów bibliotek. Łatwiej jest angażować się w działania na rzecz cudzoziemców bibliotekom działającym w gminach i powiatach rządzonych przez burmistrzów, którzy nie ulegali narracji rządu, trudniej tam, gdzie z powodu osobistych poglądów lub oportunistów burmistrzowie takim działaniom się sprzeciwiali. Warto podkreślić, że taka – choćby pośrednia – ingerencja władz lokalnych w działania programowe bibliotek należy raczej do wyjątków.

W nastawieniu władz lokalnych do bibliotek jako partnerów w rozwiązywaniu problemów społecznych w ogóle, nie tylko w kwestii migracji, pewną rolę odgrywa przekonanie, że domeną bibliotek jest kultura, która bywa postrzegana raczej jako elitarna rozrywka, niż narzędzie zmiany społecznej. Przekonanie to ulega stopniowo zmianom, czego wyrazem są – między innymi – inwestycje w infrastrukturę bibliotek.

Podsumowując, tam gdzie inicjatywa do działań na rzecz integracji migrantów wychodziła od bibliotek były one realizowane skuteczniej, jeśli władze lokalne je wspierały lub przynajmniej zachowywały neutralność. W wywiadach z bibliotekarkami wybrzmiało wyraźnie, że idealną jest sytuacja, w której burmistrzowie rozumiejąc złożoność działań integracyjnych wspierają je swoim autorytetem i tworzą partnerstwa łączące instytucje publiczne, organizacje pozarządowe oraz przedstawicieli różnych grup migrantów tak, aby miały one bardziej systemowy i trwały charakter. Takie podejście poza kilkunastoma największymi miastami w Polsce należy ciągle jeszcze do rzadkości. Mimo opisanych wyżej uwarunkowań istnieją przykłady zaangażowania władz lokalnych oraz bibliotek w działania na rzecz cudzoziemców. Najbardziej powszechna była pomoc udzielana uchodźcom z Ukrainy w pierwszych miesiącach po rosyjskiej agresji w lutym 2022.

W miastach blisko granicy ukraińskiej np. w niewielkim Hrubieszowie (blisko 16 tys. mieszkańców) władze lokalne zorganizowały tymczasowe schronienie dla tysięcy uchodźców w dużym stopniu bazujące na pomocy wolontariuszy, w tym bibliotekarek (klimat tych dni ilustruje film zrealizowany przez FRSI²²⁵). W hrubieszowskiej bibliotece stworzono miejsce dla

²²⁵ <https://frsi.org.pl/djakuju-film-o-wolontariuszach-i-wolontariuszkach-z-hrubieszowa-pomagajacych-uchodzcom-z-ukrainy/>

ukraińskich dzieci zapewniając im opiekę. Z kolei w gminie Wieliczka władze lokalne we współpracy z należącym do Kościoła katolickiego zakonem oraz przy wsparciu organizacji pozarządowej Pax Tecum i burmistrzów miast partnerskich (Bergkamen w Niemczech i Sant Andre we Francji) utworzyło Centrum Pomocy dla Ukrainy, w którym schronienie znalazło ponad 260 osób. W Radomiu powstał Punkt Pomocy Ukrainie, który początkowo działał przez 7 dni w tygodniu obsługując średnio 50 rodzin ukraińskich dziennie oferując wsparcie psychologiczne, opiekę medyczną, pomoc w znalezieniu mieszkania i zatrudnienia.

Z czasem działania o charakterze pomocy humanitarnej zastąpione zostały działaniami ułatwiającymi – głównie uchodźcom z Ukrainy – poprawę jakości życia i integrację. Z bardziej spontanicznych nabrały one też cech instytucjonalnych. W Katowicach powstał Spilno Hub, w którym zatrudniono ekspertów międzykulturowych znających język ukraiński. Wsparcie objęło dzieci i młodzież i stało się bardziej zindywidualizowane. Podobnie w Suwałkach, gdzie utworzono Centrum Informacji i Pomocy dla Cudzoziemców, oferujące pomoc w znalezieniu zatrudnienia, korzystaniu z usług pomocy społecznej czy wsparcie psychologiczne, wszystko to w czterech językach: polskim, ukraińskim, rosyjskim i angielskim. W Gdyni utworzono Spilno (w języku ukraińskim „wspólnie”), miejsce, którego idea jest przygotowanie uchodźców do samodzielności. Także tutaj pomoc ma charakter dostosowany do potrzeb konkretnych osób, którym oferuje się indywidualne programy integracji²²⁶. W odróżnieniu od większości innych miast tej wielkości, działania integrujące migrantów realizowane są w Gdyni od 2016 skupiając w nieformalnej grupie takie podmioty jak: ośrodek pomocy społecznej, Wydziałów Edukacji i Spraw Społecznych Urzędu Miasta, Miejska Biblioteka Publiczna, Laboratorium Innowacji Społecznych, Powiatowy Urząd Pracy, Straż Graniczna, organizacje pozarządowe i szkoły. Generalnie udział bibliotek w działaniach integracyjnych na tym etapie w dużym stopniu zależy od tego, czy władze lokalne podejmują wysiłek związany z choćby nieformalną koordynacją i włączaniem różnych partnerów. Choć są też biblioteki, które jako jedyne instytucje decydują się na wsparcie dorosłych (np. lekcje języka polskiego) oraz dzieci i młodzieży (pomoc w adaptacji w polskiej szkole, ułatwianie dostępu do zajęć online oferowanych przez władze ukraińskie, zabawy integracyjne).

Wyjątkowym doświadczeniem w integracji migrantów dysponują podwarszawskie gminy Lesznówola i Raszyn. Ze względu na ulokowane w pobliżu hurtowni i centra handlowe prowadzone głównie przez osoby z Azji na terenie tych gmin mieszka duża grupa osób z Wietnamu, Chin, Indii, Turcji, a od niedawna także Gruzji, Ukrainy, czy Białorusi (w sumie reprezentowanych jest blisko 60 krajów). Specyficzna jest nie tylko przewaga osób z Azji, odsetek tych osób w całej populacji (oficjalnie kilkanaście procent) ale także fakt, że niektóre z tych grup (Wietnamczycy, Chińczycy, Hindusi) przebywają w Polsce od dawna. Powoduje to, że gminy Lesznówola i Raszyn mogą być potraktowane jako swoiste laboratorium doświadczeń integracyjnych, z których korzystać mogą inne jednostki samorządowe. Różnego rodzaju

²²⁶ <https://www.gdynia.pl/mieszkaniec/spoleczenstwo.7580/odwaga-i-sila-uchodzcow.574519>



działania integracyjne prowadzone są tam od dawna w formie pikników, festiwali np. karnawał wietnamski, prezentacji innych kultur i zajęć edukacyjnych. W efekcie duża część migrantów uczestniczy w życiu publicznym i utożsamia się z tym miejscem. Ważną rolę odgrywają tam biblioteki, które dysponują zbiorami w różnych językach (choć jak wynika z wywiadów większość migrantów woli korzystać ze zbiorów w języku polskim), oferują swoją przestrzeń na spotkania, w tym takie, których organizatorem są liderzy społeczności migrantów.

Jeśli chodzi o współpracę z samorządem, czy wykonywanie zadań zleconych, środowisko bibliotekarskie doceniłoby wprowadzenie jasnych procedur dotyczących pracy z osobami z doświadczeniem migracji i uchodźstwa oraz konkretną informację i wskazówki jakie grupy przebywają na terenie gminy i jakie są ich potrzeby, przynajmniej te wynikające z sytuacji prawnej i zawodowej oraz materialnej cudzoziemców osiedlających się na terenie gminy, miasta, powiatu. Potrzeba posiadania ogólnopolskiej polityki migracyjnej i wynikające z niej ustawy i zarządzenia mające zastosowanie na poziomie lokalnym – to tematyka, o której mniej myślą bibliotekarze. W lokalnych strategiach rozwoju niejednokrotnie umieszczone są zapisy dotyczące wspierania grup zmarginalizowanych czy w trudnej sytuacji życiowej; nie zawsze wyszczególnieni są migranci czy uchodźcy, natomiast zdaniem bibliotekarzy sedno sprawy leży w traktowaniu tych dokumentów jedynie jako deklaracji, za czym nie idą konkretne działania, które są niezbędne już dziś.

