



# EU support for integration: what about beneficiaries of international protection?

## A User's Guide to EU Standards, Funds and Cooperation

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“An evaluation tool for  
refugee integration in  
Central Europe”



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## Summary

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This user's guide provides a critical review of how the integration of beneficiaries of international protection is addressed through the Common European Asylum System, broader EU cooperation on the integration of third-country nationals, and mainstream open methods of coordination in other EU policy areas. The starting point are the UNHCR, the EU, and the Council of Europe's working definitions of integration, which can be applied to beneficiaries of international protection as well as other categories of migrants.

This paper is part of an MPG project commissioned by UNHCR Regional Representation for Central Europe to design an evaluation tool for the integration of beneficiaries of international protection. The tool is a set of over 200 indicators to be gathered jointly by authorities and stakeholders. Once collected and analysed, those indicators provide decision-makers with detailed data on the state of refugee integration in each country. This evidence base will help evaluate the efficiency and impact of integration policies and the strengths and weaknesses within countries. Across the region, it will be possible to exchange best practices and to learn from each other. Using this paper and the project's indicator-based tool, stakeholders and authorities in Central Europe, as well as other regions, can better plug into EU level cooperation and support.

The first part presents how reception conditions for asylum seekers and targeted integration measures for refugees and beneficiaries of subsidiary protection are promoted by EU cooperation, largely coordinated by the European Commission's Directorate General on Justice, Freedom and Security (JLS). National governments cooperate to set new legal standards in European Community law in areas that greatly impact on the integration processes of beneficiaries of international protection. This legal standard-setting is matched by financial instruments and some elements of practical cooperation.

The emerging Common European Asylum System (CEAS) has tried to promote integration through financial support (i.e. European Refugee Fund) and some ad hoc practical cooperation (EU-level stakeholder/NGO initiatives and ERF Community Actions), but less so through legal standard-setting or structural cooperation. The Reception Conditions and Qualification Directives have set minimum standards for the residence security and other rights that come with the status of being an asylum seeker, recognised refugee, or beneficiary of subsidiary protection. Discussions around the next phases in the CEAS have touched on improving the labour market opportunities for asylum seekers and leveling up the rights of beneficiaries of subsidiary protection to those of recognised refugees. Proposals have been and could again be put forward to ensure that all beneficiaries of international protection have access to EU directives related to the integration of third-country nationals and that this legislation better recognises their special needs.

The second part contrasts cooperation within the CEAS with the emerging *de facto* Open Method of Coordination (OMC) on the integration of broader categories of third-country nationals, also largely coordinated by the Commission DG JLS. Legal cooperation is developing along with new standard-setting mechanisms, financial instruments, and many elements of practical cooperation. A structured exchange of information between the National Contact Points on Integration and the European Commission provides the basis for meetings every-other-year of the national ministers responsible for integration. The conclusions of these meetings set priorities for new cooperation mechanisms to be funded at EU level and implemented through the projects of a diverse set of local, regional, and national actors across Europe.

This section evaluates to what extent both the special needs and mainstreaming of beneficiaries of international protection are addressed within these broader integration cooperation mechanisms. Under the 2004-2009 Hague Programme, separate forms of European cooperation on integration were set up for those working with beneficiaries of international protection vs. other categories of third-country nationals (economic and family migrants). As such, beneficiaries of international protection have not been mainstreamed, but rather excluded, from the standard-setting and financial instruments that make up the EU's emerging de facto "Open Method of Coordination" on integration.

The third part considers to what extent both immigrant and refugee integration are being mainstreamed into EU cooperation on different areas of life. This overview covers European legal and practical cooperation, standard-setting, and financial support in the areas of equal treatment and non-discrimination, socio-economic participation, urban policy, health, entrepreneurship, research, education, culture and multilingualism.

This section evaluates whether the EU institutions are promoting the participation in society of all Europe's residents, with due regard to migration histories and protection needs. One side effect has been that beneficiaries of international protection do not tend to be included as a target group in the process of mainstreaming immigrant integration into other areas of European cooperation. Immigrants and ethnic minorities have increasingly appeared in standard-setting and practical cooperation mechanisms like peer reviews in areas like anti-discrimination, economic participation, education, and culture. So far, beneficiaries of international protection have emerged as a "vulnerable group" in standard-setting on social inclusion, the exchange of good practice on health, and financial instruments like the European Social Fund. In particular, the priority that the EQUAL fund gave to asylum seekers produced many lessons learned that could be applied to future legal standard-setting on reception conditions in the next phases of the CEAS.

## **Recommendations**

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### **Targeted cooperation**

- Get involved in negotiating the second phase of the Common European Asylum System, with the aim to improve integration-related provisions in current EU Directives (Pg 10)***
- Join or lead European Refugee Fund national and Community Actions that address gaps in current integration support for beneficiaries of international protection (Pg 11)***
- Encourage social partners to become active in the Employment, Social Affairs, and Citizenship section of the European Economic and Social Committee (Pg 12)***
- Encourage local and regional authorities to become active in the Commission for Constitutional Affairs, European Governance and the Area of Freedom, Security, and Justice at the Committee of the Regions (Pg 12)***
- Encourage local and regional authorities to participate in relevant URBACT projects, Committee of Regions options, “Integrating Cities” conference, and networks like ERLAI and EUROCITIES’ working group on “Migration and Integration” and undertake complimentary advocacy and action (Pg 12)***
- Link with European stakeholders and umbrella-organisations that are most relevant to your work on integration (Pg 12)***
- Advocate for integration to be an area for the European Asylum Support Office’s information exchanges, comparative analysis, and identification of good practice (pg 12)***
- Apply the policy lessons learned from EQUAL-funded projects for asylum seekers (Pg 32)***

### **Mainstreaming integration**

- Get involved in negotiating the inclusion of beneficiaries of international protection in the EC Directive on long-term residence (Pg 15)***
- Monitor and inform the Commission about how national changes linked to the EC Directive on family reunion impacted on beneficiaries of international protection (Pg 14)***
- Apply the EU Common Basic Principles on integration to targeted policies for beneficiaries of international protection (Pg 16)***
- Advocate for the European Commission to propose including beneficiaries of international protection in the scope of the European Integration Fund (Pg 18)***

- ✓ *Advocate for the European Commission to propose allocating a greater part of EU migration funds to promoting integration (Pg 18)*
- ✓ *Link with the EU National Contact Point on Integration (Pg 18)*
- ✓ *Apply the conclusions and good practice examples in the three editions of the Handbook on integration (Pg 21)*
- ✓ *Contribute and use the practices, documents, links, and partnership database on [www.integration.eu](http://www.integration.eu) (Pg 21)*
- ✓ *Link with participants in the EU Integration Forum and encourage refugee self-organisations that are members of national umbrella organisations or consultative bodies to represent their country as participants (Pg 22)*
- ✓ *Help design and use future EU practical cooperation on integration to ensure the inclusion of beneficiaries of international protection in for instance modules and reference indicators (Pg 23)*
- ✓ *Link with your national Contact Points in the European Migration Network and use their evidence-base in your work (Pg 23)*
- ✓ *Link with your country's members of the Odysseus Network (Pg 24)*

### **Mainstreaming in the EU machinery**

- ✓ *Link with the EU Agency for Fundamental Rights and its Platform (Pg 26)*
- ✓ *Advocate for the European Commission to include beneficiaries of international protection in the European Employment Strategy's "Integrated Employment Guidelines" (Pg 28)*
- ✓ *In that context, advocate for your Member State to address beneficiaries of international protection in their National Reform Programmes and link with related national bodies/committees (Pg 28)*
- ✓ *Advocate for the European Commission to include beneficiaries of international protection among the target groups in the common objectives and indicators of the Open Method of Coordination on Social Protection and Social Inclusion (Pg 30)*
- ✓ *In that context, advocate for your Member State to address beneficiaries of international protection in their National Strategic Report and link with related national bodies/committees (Pg 30)*



***Encourage your Member State to allocate greater funding under EU financial instruments for socio-economic inclusion towards the integration of beneficiaries of international protection (Pg 34)***



***Also in that context, encourage your Member State to start or participate in Mutual Learning Programmes that relate to beneficiaries of international protection (Pg 36)***



***Monitor opportunities for EU practical and financial support on migrant education, multilingualism, and health (Pg 39)***



***Participate in relevant projects from the European Research Framework Programme and use this evidence-base in your work (Pg 40)***



***Advocate for future European comparative surveys of public and migrant opinion to address the integration of refugees in Central Europe (Pg 41)***



## *Working Definition of Integration*

The 2005 UNHCR Executive Committee Conclusion provides an extensive definition of the local integration of beneficiaries of international protection setting out that integration is a dynamic and multifaceted two-way process leading to full and equal membership in society. This Conclusion builds on the 1951 Convention, which lists many of the socio-economic and legal rights that beneficiaries of international protection need to achieve successful local integration.

### **2005 UNHCR EXCOM Conclusions on Local Integration**

*Noting* that local integration in the refugee context is a dynamic and multifaceted two-way process, which requires efforts by all parties concerned, including a preparedness on the part of refugees to adapt to the host society without having to forego their own cultural identity, and a corresponding readiness on the part of host communities and public institutions to welcome refugees and to meet the needs of a diverse population, (...)

(k) *Acknowledges* that the process of local integration is complex and gradual, comprising three distinct but inter-related legal, economic, and social and cultural dimensions, all of which are important for refugees' ability to integrate successfully as fully included members of society.

The Regional Representation for Central Europe has applied this and other UNHCR positions and research to identify the following themes that are vital to the integration of beneficiaries of international protection given the conditions and realities in Central Europe.

### **Themes from the UNHCR Note on Refugee Integration in Central Europe**

- Link between reception and integration phases
- Mainstreaming
- Naturalisation
- Housing
- Employment
- Adult and child education
- Health
- Public relief and social security
- Language learning and cultural orientation
- Building bridges and fostering participation
- Family unity and reunification
- Funding for integration
- Mainstream services can meet the needs of a diverse population

### **Additional themes from the UNHCR Agenda for the Integration of Refugees in Central Europe**

- Strengthening partnerships among key stakeholders
- Needs-based assessment and targeted integration measures
- Secure legal status and equal access to rights
- Monitoring and evaluation of integration policies and programmes

These conclusions and themes match up with the common working definition on the integration of immigrants that is emerging through increased European cooperation, particularly through the Council of Europe, the European Union, and other international and practitioner organisations working in Europe.

The Council of Europe approaches integration in terms of social cohesion, which it characterises as a society's capacity to ensure the long-term well-being of all. Individuals, with or without any type of migration background, work to promote each other's equal access to available resources and rights, self-recognition, personal development, and civic participation in society.

### **2007 Council of Europe Report of the High Level Task Force on Social Cohesion in the 21st century**

"Social cohesion is the capacity of a society to ensure the well-being of all its members, minimising disparities and avoiding marginalization."

The European Union has taken a more juridical and socio-economic approach. The first of the eleven 2004 Common Basic Principles on Immigrant Integration Policy Integration defines integration as a two-way process of mutual accommodation. This definition has been developed and is being used in the EU's technical seminars and Handbook on Integration, the latest of which will be published in spring 2010.

The 1999 Tampere Presidency Council Conclusions state that legally-resident third-country nationals and EU citizens should, over time, enjoy comparable rights and access to participate in all areas of Europe's development. These rights include fundamental rights and free movement within the EU's common area of freedom, security, and justice.

### **1999 Tampere European Council Conclusions**

#### **II. Fair treatment of third country nationals**

21. The legal status of third country nationals should be approximated to that of Member States' nationals. A person, who has resided legally in a Member State for a period of time to be determined and who holds a long-term residence permit, should be granted in that Member State a set of uniform rights which are as near as possible to those enjoyed by EU citizens; e.g. the right to reside, receive education, and work as an employee or self-employed person, as well as the principle of non-discrimination vis-à-vis the citizens of the State of residence. The European Council endorses the objective that long-term legally resident third country nationals be offered the opportunity to obtain the nationality of the Member State in which they are resident.

### **2004 Common basic principles for immigrant integration policy in the European Union**

1. Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States.

### **2007 Introduction to the Handbook on Integration (second edition)**

[Integration] is a long-term process, and it is non-linear...Integration is also multi-faceted, demanding a capacity for adaptation from a wide variety of actors including immigrants themselves...Policy-makers and practitioners working with immigrant integration on a day-to-day basis took a rather more practical approach, focusing on outcomes in terms of social and economic mobility, education, health, housing, social services, and societal participation. Two processes are critical to improving immigrants' outcomes: the elimination of inequalities and the acquisition of competences. These challenges are at the heart of integration policies in Europe.

## *Targeted EU cooperation on integration of beneficiaries of international protection*

The 1997 Treaty of Amsterdam gave legal competence to the EU in the areas of freedom, security and justice. Based on this, the 1999 Tampere and 2004 Hague Programmes set out a vision for a Common European Asylum System (CEAS). The CEAS has formulated as its long-term goal a common asylum procedure and uniform status throughout the EU for persons in need of international protection. In the short-term, the CEAS focuses on common minimum standards for a fair and efficient asylum procedure, conditions for the reception of asylum seekers, the rules on the recognition and content of refugee status and subsidiary and other forms of protection. The standards set out in the CEAS, together with other areas falling under the freedom, security and justice areas such as equality, anti-discrimination, free movement of persons, visas and immigration, impact one way or another on the integration of persons with an international protection status in the EU.

### *Standard-setting*

The first phase in the development of the CEAS was completed through the adoption of the following legal instruments. Common standards are minimum, which leaves considerable room for manoeuvre, interpretation, derogation, and significant gaps and shortfalls in the quality of implementation.

Regulation (EC) 343/2003 ("**Dublin Regulation**")

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32003R0343:EN:NOT>

Directive 2001/55/EC ("**Temporary Protection Mechanism Directive**")

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32001L0055:EN:NOT>

Directive 2003/9/EC ("**Reception Conditions Directive**")

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32003L0009:EN:NOT>

Directive 2004/83/EC ("**Qualification Directive**")

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32004L0083:EN:HTML>

Directive 85/2005/EC ("**Asylum Procedures Directive**")

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2005:326:0013:01:EN:HTML>

The intention of the Reception Conditions Directive was to establish minimum standards for the reception of asylum seekers in the EU that would ensure "a dignified standard of living and comparable living conditions in all Member States." The Asylum Procedures Directive aims to ensure that all procedures for granting and withdrawing protection status are subject to the same minimum standards. The Qualification Directive seeks to define Member States' obligations and practice on the definition and rights of refugees and persons granted subsidiary protection status.

The provisions in these Directives may impact significantly on the integration prospects of refugees or beneficiaries of subsidiary protection. The length of the asylum determination procedure, the conditions of the reception phase, and the rights associated with refugee or subsidiary protection status all shape

integration opportunities at the individual and local level. Family reunion and long-term residence will be addressed in the next section on EU cooperation on third-country national integration

The Qualification Directive sets the minimum standards for residence security, equal rights and entitlements to the services that are vital for refugee integration: family unity, residence permits, travel documents, access to employment, education, social welfare, healthcare, accommodation, freedom of movement, and integration facilities. These standards allow for differential rights for recognised refugees and beneficiaries of subsidiary protection. If Member States choose, beneficiaries of subsidiary protection may experience conditional family unity, shorter residence permits, limited access to the labour market, vocational training, healthcare benefits, integration facilities, all of which effectively put the latter at a relatively disadvantaged starting position for integration.

The Reception Conditions Directive's minimum standards determine the potential impact of the reception phase on integration opportunities upon status recognition. Member States may or may not choose to grant asylum seekers' favourable access to freedom of residence and movement, schooling in the mainstream classroom, the labour market, vocational training, and full housing and healthcare options. The link between reception and integration implies that the outcomes of the reception, and the integration opportunities offered, will determine the starting point of the integration process of recognised refugees and beneficiaries of subsidiary protection.

The Commission's 2008 Policy Plan on Asylum<sup>1</sup> identifies a number of problems with the existing asylum system. Divergent national practices lead to extreme differences as to the recognition of the right to international protection and cause inequalities in the level of protection across the EU; procedures to allocate responsibility for assessing asylum applications result in a disproportionate strain on some national administrations and on the asylum seekers themselves; the asylum systems of some Member States are overburdened; legitimate measures against irregular immigration may hamper access to protection in the EU; and third countries in the developing world shoulder an unfair share of the burden when it comes to refugee flows and need support. Discussions around second phase instruments are underway.

The French Presidency's 2008 European Pact on Immigration and Asylum<sup>2</sup> stated that any new initiatives to complete the CEAS should offer a higher degree of protection, without any increases in European border control preventing access to protection systems. The Pact calls for the establishment of the European Asylum Support Office, amendments to the Procedures and Qualification Directives, voluntary and coordinated reallocation procedures, cooperation with third countries, and trainings for border officials on the rights and obligations on international protection.

Another priority raised in the Pact is an EU-wide resettlement scheme.<sup>3</sup> The aim is to offer a new protection and responsibility-sharing mechanism for categories of persons most in need of international protection. Interested Member States would, on a voluntary basis, set common criteria and coordination mechanisms to, open the possibility of resettlement on their territory.



***Get involved in negotiating the 2nd phase of the Common European Asylum System, with the aim to improve integration-related provisions in current EU Directives***

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<sup>1</sup> <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52008DC0360:EN:NOT>

<sup>2</sup> <http://register.consilium.europa.eu/pdf/en/08/st13/st13440.en08.pdf>

<sup>3</sup> <http://europa.eu/rapid/pressReleasesAction.do?reference=MEMO/09/370&format=HTML&aged=0&language=EN&uiLanguage=en>

### **Key financial instrument: European Refugee Fund (ERF)**

The European Refugee Fund<sup>4</sup> has been in place since 2000. Currently, the third generation of the Fund is being implemented as of 2008. In addition to supporting and improving the efforts of Member States to grant reception conditions to refugees and protecting the rights of persons requiring international protection, the ERF promotes fair and effective asylum procedures.

The new ERF came into force in January 2008. It introduces support for new actions, including for Member States to resettle UNHCR recognised refugees. From 2008 the reserve established for emergency measures in the context of temporary protection can also be used to address particular pressure situations resulting from sudden arrivals of large numbers of persons who may be in need of international protection, and which place significant and urgent demands on Member States' reception facilities or asylum systems.

All Member States, except Denmark, participate (the UK and Ireland have opted in). €628 million has been allocated for the period 2008–2013. The annual allocation for 2008 is €82 (this increases to €98 in 2009). Between 2008 and 2013, €566 million is to be distributed among Member States on the basis of objective criteria relating to the number of asylum seekers and persons benefiting from international protection. €62 million (10% of the total annual resources each year) is available for Community actions, with a particular emphasis on supporting practical cooperation.

The ERF can support national actions relating to the integration of persons seeking or enjoying international protection (refugee, subsidiary or temporary) whose “stay in the Member State is of a lasting and stable nature”. These include:

- 1) Advice and assistance in areas such as housing, means of subsistence, integration into the labour market, medical, psychological and social care;
- 2) Actions enabling recipients to adapt to the society of the Member State in sociocultural terms, and to share the values enshrined in the Charter of Fundamental Rights of the EU;
- 3) Actions to promote durable and sustainable participation in civil and cultural life;
- 4) Measures focusing on education, vocational training, recognition of qualifications and diplomas;
- 5) Actions designed to promote self-empowerment and to enable these persons to provide for themselves;
- 6) Actions that promote meaningful contact and constructive dialogue between these persons and the receiving society, including actions which promote the involvement of key partners such as the general public, local authorities, refugee associations, voluntary groups, social partners and the broader civil society;
- 7) Measures to support the acquisition of skills by these persons, including language training;
- 8) Actions that promote both equality of access and equality of outcomes in relation to these persons' dealings with public institutions.



***Join or lead European Refugee Fund national and Community Actions that address gaps in current integration support for beneficiaries of international protection***

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<sup>4</sup> [http://ec.europa.eu/justice\\_home/funding/refugee/funding\\_refugee\\_en.htm](http://ec.europa.eu/justice_home/funding/refugee/funding_refugee_en.htm)

### *Methods of cooperation*

Various governance bodies at EU level have become active on refugee integration and involved different national social partners, local and regional authorities. (Annex 1).

- Encourage social partners to become active in the Employment, Social Affairs, and Citizenship section of the European Economic and Social Committee***
- Encourage local and regional authorities to become active in the Commission for Constitutional Affairs, European Governance and the Area of Freedom, Security, and Justice at the Committee of the Regions***
- Encourage local and regional authorities to participate in relevant URBACT projects, Committee of the Regions opinions, the “Integrating Cities” conference, and networks like ERLAI and EURO CITIES’ working group on “Migration and Integration” and undertake complimentary advocacy and actions***

Numerous EU-level NGO networks (see Annex II) have undertaken projects funded by the EU to promote the integration of beneficiaries of international protection. The NGO Network of Integration Focal Points,<sup>5</sup> a 2005-2007 INTI project jointly managed by ECRE and Caritas, brought together over 27 NGOs in 19 countries in the refugee and migration field. This project built on ECRE’s past experience with its Task Force on Integration’s 1999 six “Good Practice Guides on Integration of Refugees in the EU”<sup>6</sup> and the 2001 follow-up on Central Europe.<sup>7</sup> Another INTI project, “Good practices in integration,” led by the Dutch Refugee Council created an inventory of good practice and lessons that could be transferred to project partners in Belgium, Denmark, and ECRE members.

- Link with European stakeholders and umbrella-organisations that are most relevant to your work on integration***
- Consult existing documents for examples of good practice***

The creation of the European Asylum Support Office is intended to intensify future practical cooperation between national asylum administrations. Its activities, in cooperation with UNHCR, should improve the quality and convergence of Member States’ decision-making within the CEAS. It will gather information, conduct comparative analysis, and identify good practice in an annual report on the situation of asylum in the EU. It is not clear that the EASO’s activities will address any issues around integration.

- Advocate for integration to be an area for the European Asylum Support Office’s information exchanges, comparative analysis, and identification of good practice***

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<sup>5</sup> [www.ecre.org/projects/ngo\\_network\\_of\\_integration\\_focal\\_points](http://www.ecre.org/projects/ngo_network_of_integration_focal_points)

<sup>6</sup> [www.ecre.org/resources/Policy\\_papers/516](http://www.ecre.org/resources/Policy_papers/516)

<sup>7</sup> [www.ecre.org/resources/Policy\\_papers/513](http://www.ecre.org/resources/Policy_papers/513)

## *EU cooperation on the integration of third-country nationals*

The second part contrasts targeted EU cooperation on the integration of beneficiaries of international cooperation with the emerging de facto Open Method of Coordination (OMC) on the integration of broader categories of third-country nationals. This process is also largely coordinated by the Commission DG Justice, Freedom, and Security (JLS). An emerging de facto OMC implies that, in addition to legal cooperation, Member States set common priorities, benefit from European financial instruments, and undertake many elements of practical cooperation, such as the exchange of information and practice, peer reviewing, and the development of reference indicators. In this case, a structured exchange of information between the National Contact Points on Integration (NCPs) and the Commission provides the basis for meetings of the national ministers responsible for integration. The conclusions of these meetings are the priorities for new cooperation mechanisms to be funded at EU level and implemented through the projects of a diverse set of stakeholders and local, regional, and national authorities across Europe. This section evaluates to what extent both the special needs and mainstreaming of refugees, and beneficiaries of other forms of international protection are addressed within these broader integration cooperation mechanisms.

Immigrant integration is and will continue to be high on the agenda for European cooperation. Over the past decade, the national governments of EU Member States have made commitments at a progressively higher political level to increase the EU institutions' competence and work programmes on the integration of legally-resident third-country nationals. The 1997 Treaty of Amsterdam gave the EU competence in many of the areas that make up immigrant integration policy. The Lisbon Treaty has now provided the EU the firm legal basis to act on integration through the developing integration infrastructure. While article 63a(4) of the Treaty excludes formal harmonisation, it allows the EU to target its financial and technical support and incentives to the Member States.<sup>8</sup>

### *Standard-setting*

When the Amsterdam Treaty came into force in 1999, the Member States agreed, under the Tampere Presidency Conclusions, to a common vision of integration. The aim of more vigorous integration policies would be to ensure the fair treatment of immigrants from outside the EU who are legally living in an EU country. States would guarantee for these third-country nationals rights and responsibilities that are as near as possible to those of EU citizens. These immigrants would acquire these comparable rights and responsibilities based on how many years they have lived in the country. They would furthermore be offered the opportunity to obtain the country's nationality. Progress has been incremental and uneven. So far, EC Directives have been adopted on anti-discrimination, fundamental rights, the free movement of persons as well as minimum standards on the right to family reunion, a long-term residence status, and in only a few areas of legal migration for work purposes.

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<sup>8</sup> The European Parliament and the Council may establish] measures to provide incentives and support for the action of Member States with a view to promoting the integration of third-country nationals residing legally in their territories, *excluding any harmonization of the laws and regulations of the Member States* (emphasis added).



National laws and policies have to respect generally minimum standards on the admission and integration of different categories of third-country nationals, including the family members of legal residents, long-term residents, students, vocational trainees and researchers. The Directives below address residence security, equal treatment and certain comparable socio-economic rights.

Directive 2003/86/EC (“right to family reunification”)

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32003L0086:EN:NOT>

Directive 2003/109/EC (“long-term residence”)

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32003L0109:en:NOT>

Council Directive 2005/71/EC of 12 October 2005 (“researchers”)

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32005L0071:EN:NOT>

Directive 2004/114/EC (“students”)

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32004L0114:EN:NOT>

Directive 2009/50/EC (“Blue Card for highly-skilled workers”)

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2009:155:0017:01:EN:HTML>

**Family members of refugees** are included in the scope of the Family Reunification Directive, but **persons with subsidiary or temporary protection** are not. Chapter V outlines special provisions for refugees, acknowledging the situation of refugees who are separated from their families as a result of persecution and flight. The Directive allows Member States to use a broader interpretation of family members to include dependents and family members of unaccompanied minors.

The Commission’s 2008 report on the application of the Directive,<sup>9</sup> based on two official studies of transposition, evaluated national compliance with Chapter V. Specific gaps in transposition highlighted in the report included provisions of refugee minors (Bulgaria), release from the accommodation requirement (Poland), and flexibility on documentation of family ties from country of origin (Estonia and Netherlands). The report also states that the Directive’s exclusion of asylum seekers and beneficiaries of temporary or subsidiary protection has led to a wide variety of state practice, a gap which could be closed in Community through possible amendments to the Qualification Directive (or Family Reunification Directive).



***Monitor and inform the Commission about how national changes linked to the EC Directive on Family Reunification impacted on beneficiaries of international protection***

The 2001 proposal for the Long-Term Residence Directive initially included refugees. In the course of the negotiations it was decided to exclude refugees from its scope. After taking into account the study on transfer of protection status, it was agreed in the Joint Statement from the Council and the Commission made at the JHA Council in May 2003 that the Commission would table a proposal for a Directive on the extension of long-term resident status to refugees and persons under subsidiary protection. The amendments, introduced in 2007, do not include any provisions to take into account the circumstances of beneficiaries of international protection. Agreement on the compromise text has been blocked by Malta.

<sup>9</sup> <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2008:0610:FIN:EN:PDF>



***Get involved in negotiating the inclusion of beneficiaries of international protection in the EC Directive on long-term residence***

Political commitments, also known as soft standards, have also been set by national governments, who use European cooperation to agree on common priorities for action. The Member States adopted, under the 2004 Hague Council conclusions, the Common Basic Principles for Immigrant Integration Policy (see below). They aim to:

- Offer a simple non-binding guide for Member States to assess their integration efforts;
- Serve as a basis for Member States to explore how EU, national, regional, and local authorities can interact in the development and implementation of integration policies; and
- Assist the Council to reflect upon and, over time, agree on EU-level mechanisms and policies needed to support national and local-level integration policy efforts.

**Common basic principles for immigrant integration policy in the European Union**

1. Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States.
2. Integration implies respect for the basic values of the European Union.
3. Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible.
4. Basic knowledge of the host society's language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration.
5. Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society.
6. Access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration.
7. Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, inter-cultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens.
8. The practice of diverse cultures and religions is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable European rights or with national law.
9. The participation of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration.
10. Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public policy formation and implementation.
11. Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective.



***Apply the EU Common Basic Principles on integration to targeted policies for beneficiaries of international protection***

New political commitments and priorities for European cooperation are made at every European conference of the national ministers responsible for integration. Three have been held in Groningen (2004), Potsdam (2007),<sup>10</sup> and Vichy (2008),<sup>11</sup> with the next to take place under the Spanish Presidency in 2010.

The integration of beneficiaries of international protection and third-country nationals were approached coherently in the Commission's 2003 Communication on immigration, integration and employment COM(2003) 336 final.<sup>12</sup> It identifies mainstream integration measures that can remedy obstacles faced by both economic migrants and refugees (access to employment, housing in mixed areas, naturalisation as an integration strategy), while recognising the special needs of non-economic migrants for vocational training and greater residence security (for instance through exemption from sanctions for failure to pass a so-called integration test). The need for better procedures to recognise qualifications is also recognised in this Communication that speaks of the special economic potential of refugees, who it states are generally highly educated and qualified.

Because the two groups—beneficiaries of international protection and other third-country nationals—were separated under the Hague Programme, refugees have been excluded from the standard-setting and financial instruments established on integration. They were not mentioned in the context of EU standard-setting on integration in the Conclusions of The Hague, Potsdam, or Vichy meetings of national ministers responsible for integration. Nor did they appear in the CBPs, the Commission's Common Agenda for Integration which implemented the CBPs under the Hague Programme, or in what little the so-called European Pact on Immigration and Asylum had to say about integration.

The 2009 Commission Communication on the future 2010-2014 Stockholm work programme speaks of refugee integration in the context of burden-sharing within a Common European Asylum System that should become a single area of protection:

***“The integration of persons enjoying international protection must also be improved and account taken of the conditions of their arrival in the EU. Solutions have to be found for asylum seekers who do not obtain refugee status or subsidiary protection but cannot be removed for specific reasons...It should provide for a true sharing of the responsibility for hosting and integrating refugees, including the setting-up of a voluntary mechanism for redistribution between Member States and common processing of asylum applications.”***

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<sup>10</sup> [http://www.eu2007.de/en/News/Press\\_Releases/May/0511BMIIIntegration.html](http://www.eu2007.de/en/News/Press_Releases/May/0511BMIIIntegration.html)

<sup>11</sup> [http://www.esf.se/upload/Intagationsfonden/Final\\_declaration\\_EN.pdf](http://www.esf.se/upload/Intagationsfonden/Final_declaration_EN.pdf)

<sup>12</sup> <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2003:0336:FIN:EN:PDF>

### *Key financial instruments*

The implementation of Community law, the Common Basic Principles, practical cooperation, and even national integration policies are supported financially by the European Union. At first, transnational actions were funded by the INTI programme (18 million euros spent on 64 projects from 2003 to 2006). These projects contributed to the development of practical cooperation by promoting dialogue with civil society, developing integration models, evaluating practices and setting up networks at EU level.

**Refugees** were included in the target group of the following INTI projects:

- 2003/INTI/023: Acting Labs (New concepts for positive role modelling and mentoring)
- 2003/INTI/040: Good practices in integration (Good practice inventory of members' refugee integration projects)
- 2004/INTI/034: NGO Network of Integration Focal Points (thematic reports on refugee integration policy)
- 2005/INTI/61: EUNET INTEGRATION NETWORK (Needs assessments)
- 2006/INTI/98: INVIP- INVESTING IN PEOPLE (Good practices on financial inclusion, access to banks and credit institutions)

The Integration Fund<sup>13</sup> was established in June 2007 as part of “Solidarity and Management of Migration Flows”. The general objective of the Integration Fund is to support the efforts made by the Member States in enabling third-country nationals (TCNs) to fulfill the conditions of residence and to facilitate their integration into European societies. According to Article 3 of the Decision, the EIF shall contribute to the following specific objectives:

- 1) Facilitation of the development and implementation of admission procedures relevant to and supportive of integration;
- 2) Development and implementation of the integration process of newly-arrived TCNs in Member States;
- 3) Increasing of the capacity of Member States to develop, implement, monitor and evaluate their policies and measures;
- 4) Exchange of information, best practices and cooperation in and between Member States;
- 5) Developing, implementing, monitoring and evaluating policies and measures.

The official target group of the Integration Fund is legally resident third-country nationals who are complying with specific pre-departure measures and/or conditions set out in national law. The definition is based on nationality, not length of residence or origins, thereby excluding naturalised immigrants and their descendents. Likewise, targeted measures for beneficiaries of international protection are not covered by the Integration Fund as they fall under the European Refugee Fund (ERF). While the target group of the Integration Fund is narrow, it is likely that a wider range of immigrants will benefit from projects with inclusive target groups. This was certainly the case with the INTI, which supported projects that included beneficiaries of international protection and the second-generation.

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<sup>13</sup> On INTI and EIF, see [http://ec.europa.eu/justice\\_home/funding/integration/funding\\_integration\\_en.htm](http://ec.europa.eu/justice_home/funding/integration/funding_integration_en.htm)

EIF is also complementary to the European Social Fund (ESF) in the sense that projects financed under one Community instrument should not receive assistance from the other.



***Advocate for the European Commission to propose including beneficiaries of international protection in the scope of the European Integration Fund***



***Advocate for the European Commission to propose allocating a greater part of EU migration funds to promoting integration***

### ***Methods of cooperation***

Practical cooperation on integration was established under the “Hague Programme 2005-2010,” the five-year work programme agreed by the EU Member States for the European Commission’s Directorate General on Justice, Freedom, and Security. By providing an EU framework for stakeholders to share experience and information across countries, the Commission is intended to encourage Member States to put the Common Basic Principles and improve their integration policies. The components of that framework established since 2005 will be further developed in the “Stockholm Programme 2010-2014.” Although the mainstreaming of refugees in EU cooperation on the integration of third-country nationals was consciously excluded under the Hague Programme, references to beneficiaries of international protection made their way into practical cooperation on *ad hoc* basis.

#### ■ ***National Contact Points on Integration***

The National Contact Points on Integration (NCPs) is an EU-level intergovernmental network for the exchange of information among representatives of the national ministries responsible for integration and with the European Commission. The network works to operationalise and enhance the implementation of practical cooperation, define common objectives, set targets or benchmarks, and strengthen coordination between national and EU policies.



***Link with the EU National Contact Points on Integration***

#### ■ ■ ***Annual Reports on Migration and Integration***<sup>14</sup>

The Commission structured the exchange of information and produced several comparative publications on integration policies and practices across the EU. Its three Annual Reports on Migration and Integration in Europe contained information largely provided by the NCPs on immigration policies and statistics and on the implementation of the Common Basic Principles on integration.

Because beneficiaries of international protection were left out of the Hague Programme’s standard-setting mechanisms on the integration of third-country nationals, the annual reports took less and less note of refugee integration. The first annual report actually stated that not only did few Member State policies

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<sup>14</sup> [http://ec.europa.eu/justice\\_home/fsj/immigration/integration/fsj\\_immigration\\_integration\\_en.htm](http://ec.europa.eu/justice_home/fsj/immigration/integration/fsj_immigration_integration_en.htm)

differentiate between refugees and other categories of immigrants, but rather that these policies were becoming more similar and generally based on national introduction programmes involving language tuition, civic orientation, and labour market training. The second annual report adopted a different interpretation. Policymakers should go beyond the integration of refugees and minorities in order to prioritise a new approach and additional qualified personnel and financial resources for what the report observed as an increasing number of third-country national migrants. By the third annual report, refugees were no longer part of the analysis. References were only made with regard to the European Refugee Fund and the list of practices provided in an NCPI questionnaire. In a next step, an annual report will be prepared and debated by Member States regarding the implementation of the so-called European Pact on Immigration and Asylum, developed by the French Presidency in the second half of 2008.

### ■ ■ ■ *Handbook on Integration for policymakers and practitioners*<sup>15</sup>

The idea of developing a European handbook on integration came from the Member States at the Thessaloniki European Council in June 2003. Heads of State and Government raised the importance of developing cooperation and exchange of information within the newly established NCPI network. The handbook would drive and structure this exchange. The development of the handbook is intended to be an ongoing, inclusive process, a living instrument which will not only improve over time on a step-by-step basis, but also updated to keep up with new developments, solutions and results from evaluation. Through Council Conclusions, the EU Member States have repeatedly invited the NCPIs and the Commission to continue developing the Handbook, expand and adapt its dissemination to its intended audience. For this reason a decision was taken to translate the handbook into the Union's official languages.

The intention is that policymakers or practitioners draw on Handbook conclusions and practices when developing and promoting priorities or initiatives. Generally speaking, policymakers formulate overall integration goals at their level of governance, make resources available, monitor implementation and evaluate outcomes. Practitioners translate goals into concrete programmes, set targets and indicators and undertake activities to reach them. It is beyond the scope of this handbook to deal with the formation of overall integration law and policy. Nor can it go into great detail describing specific programmes. Rather, each chapter revolves around practice-based "critical success factors," a non-exhaustive catalogue or good practice from a range of countries across the EU that meet one or more of those factors, and a set of conclusions. The fact that a particular country is mentioned in relation to specific activities does not preclude that similar practices can be found in other countries across the EU. The Annexes to the Handbook explained how policies can be translated into projects and how the outcomes of practitioners' activities can be translated by policymakers into new policy initiatives.

The Handbook on Integration is based on the outcomes of technical seminars hosted by ministries responsible for integration in different Member States. The seminar participants can be considered the 'authors' of the handbook, since the knowledge and examples presented in the chapters are largely based on their (written and oral) presentations and discussions. The European Commission, the National Contact Points on Integration and the independent expert, MPG, can be seen as 'editors', preparing a conceptual framework for the seminars, taking stock of the information gathered at each seminar, selecting practices, and supplementing them with additional research.

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<sup>15</sup> Also [http://ec.europa.eu/justice\\_home/fsj/immigration/integration/fsj\\_immigration\\_integration\\_en.htm](http://ec.europa.eu/justice_home/fsj/immigration/integration/fsj_immigration_integration_en.htm)

*First edition (2004):*

- Introduction of newly-arrived immigrants and recognised refugees;
- Civic participation;
- Indicators.

*Second edition (2007):*

- Mainstreaming immigrant integration;
- Housing in an urban environment;
- Economic integration;
- Integration governance.

*Third edition (2010):*

- European cooperation mechanisms;
- Mass media and integration;
- Awareness-raising and migrant empowerment;
- Dialogue platforms;
- Acquisition of nationality and the practice of active citizenship;
- Immigrant youth, education and the labour market.

Conclusions and good practice examples in all three editions of the Handbook include targeted practices to promote the integration of **beneficiaries of international protection**:

*First edition (2004):*

- Introduction programmes in Belgium, Poland, and UK
- Irish residence requirement for electoral rights inclusive of asylum seekers and refugees
- Civic participation of asylum seekers in management committees of Irish asylum NGOs
- UK Indicators of refugee integration

*Second edition (2007):*

- Eurocities' Contribution to Good Governance concerning the integration of immigrants and reception of asylum seekers
- Strategies for mainstreaming different groups, including refugees, into integration policy
- Social counseling of refugees in Hungary (Menedek)
- Targeted employment services for refugee women in UK
- Recognition of doctors qualifications by refugee support organisation in Portugal
- Regional recognition of qualification centres for refugees in Denmark

- Partnership on professional development of refugees in Austria
- Targeted employment support to refugees in Lithuania
- Italian roundtables at local and national level to promote labour market support programmes for asylum seekers and refugees
- Refugee community development funds in the UK

*Third edition (2010) <sup>16</sup>:*

- Media projects on refugee integration issues (ECRE, European Women’s Lobby, Finland, Greece, Latvia, Slovakia, UK, UNHCR)
- Refugee empowerment forums in UK
- Facilitation of naturalisation procedures for recognised refugees and stateless persons in Belgium, Ireland, Luxembourg, and Slovenia
- Flexibility on school documentation for refugee children in Belgium
- Information on the education system tailor made for refugee children in Ireland and UK
- Intercultural mentor training for asylum seekers and refugees in Germany



*Apply the conclusions and good practice examples in the three editions of the Handbook on integration*



*European Integration Website*

The Web Site on Integration provides a ‘one-stop-shop’ for information and good practices to support the integration of immigrants in all Member States. The Web Site, launched in April 2009, covers all dimensions of integration and gather information from a wide variety of stakeholders. It has been designed for use by national, regional and local authorities, by civil society organizations and by practitioners in local organisations. Consultation with stakeholders has been a key part of the development of the Web Site. The project has focused on working with government at the European, national, regional and local levels, international organisations and EU civil society networks, academics and experts, business networks, and social partners. The Web Site provides an EU-wide platform for networking on integration that will enable users to exchange policy and practice, locate other practitioners with similar interests, and participate in a moderated online forum.

Since the website’s content is user-generated, users are uploading an increasing number of practices, documents, and links with reference to **asylum seekers, refugees, and other beneficiaries of international protection**, even though the website’s main target groups were work and family migrants. These references can be searched at: [http://ec.europa.eu/ewsi/en/search\\_result.cfm](http://ec.europa.eu/ewsi/en/search_result.cfm)



*Contribute and use the practices, documents, links, and partnership database on [www.integration.eu](http://www.integration.eu)*

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<sup>16</sup> [http://www.migpolgroup.com/publications\\_detail.php?id=244](http://www.migpolgroup.com/publications_detail.php?id=244)





### *European Integration Forum<sup>17</sup>*

Networking on migration issues at European level between NGOs occurs at a modest scale, which could be attributed partly to interest ('all integration is local') and partly to capacity ('European co-operation costs time, money and language skills'). A number of active and rather powerful networks of NGOs exist at the European level to reflect civil society's diversity. The strongest networks are those linked to, or part of, established organisations such as churches, human rights or refugee organisations.

As of 2009, the European Integration Forum provides a consultation mechanism between civil society and the European Commission. The meeting included NGOs working on issues of **refugee integration** (EU umbrella networks as well as Member State NGOs participating in national dialogue platforms). The main functions of the Forum are consultation with the European Commission and drawing up recommendations and own-initiative reports to feed into the EU Agenda on integration.



*Link with participants in the EU Integration Forum and encourage refugee self-organisations that are members of national umbrella organisations or consultative bodies to represent their country as participants*



### *European Modules*

With the idea of "European modules," cooperation at EU level will go beyond the exchange of information and best practice, whose function will be taken up by the Website on Integration. Modules will be technical building blocks to assist policymakers and practitioners. The outputs could involve standards, benchmarks, and tools at their disposal and useful practical indications for successful implementation. They are a way to bring forward and elaborate on the work already undertaken in the various forms of European cooperation on integration. The three editions of the Handbook and the conclusions of each chapter can be the foundation for these modules.



### *Indicators*

Policymakers can make sure that their integration policies are based on scientific evidence by conducting equality impact assessments, collecting public and hard-to-reach migrant opinion and undertaking regular and preferably external evaluations of policies, projects and funding instruments on the basis of indicators at every stage of the process, from legal and policy change to overall societal impact.

The European Commission has been obliged since 2001 to conduct systematic evaluations for nearly all programmes. Evaluation was introduced as a specific priority for the EU's agenda on Justice and Home Affairs in the 2004-2009 Hague Programme. The aim of the evaluation framework was in the words of the 2004 European Council Conclusions to "respond to the real expectations of European citizens." The European Commission's June 2009 Communication on the 2010-2014 Stockholm Work Programme for the EU reiterates this call to improve the use of evaluation of EU mechanisms with the logic "Citizens expect to see the action taken by the Union produce results."

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<sup>17</sup> <http://ec.europa.eu/ewsi/en/policy/legal.cfm>

Indicators have been a central focus of emergent European cooperation on integration policy evaluation. Common Basic Principle 11 calls for the development “of indicators and evaluation mechanisms to adjust policy, evaluate progress and make the exchange of information more effective.” Common Basic Principle 11 can be characterised as the need for tools and yardsticks to enhance government’s capacity to evaluate the relevance, efficiency, effectiveness, sustainability, and impact of policies and practices. Increasing calls at EU level for indicator-based evaluations have been linked to new funding opportunities for comparative indicators and evaluation frameworks. Over the past fifteen years, the European Commission has supported half a dozen research projects on the various indicator types as well as feasibility studies on the development of a common EU benchmarking framework.

Designing common EU reference indicators for the evaluation of integration policy emerged recently in the 2008 Vichy Inter-ministerial meeting conclusions; the February 2009 EC Handbook on Integration’s technical seminar on European cooperation mechanisms; and the June 2009 German European conference on indicators. These priorities are likely to be taken up by the Stockholm work programme, which sets out what the European Union wants to achieve by 2014 to build an area of justice, freedom, and security.



*Help design and use future EU practical cooperation to ensure the inclusion of beneficiaries of international protection, in for instance modules and reference indicators*



*European Migration Network<sup>18</sup>*

The European Migration Network (EMN) was launched in 2003 as a pilot project, and it continued until 2006 as a Preparatory Action until the end of 2006. The EMN is intended to provide the Community institutions, Member States’ authorities, and the public with the information they need to support policymaking in the EU on migration and **asylum**. New changes to the EMN to secure active participation from the Member States and better align it with the political agenda of the EU have the potential to achieve greater coherence and cooperation on Member State policies and facilitate further EU cooperation.

The EMN’s tasks are to:

- 1) Collect and exchange up-to-date and reliable data and information;
- 2) Analyse this information in a readily accessible format;
- 3) Collaborate with other relevant EU bodies to develop indicators and criteria that will make information more consistent and help develop Community activities on statistics;
- 4) Produce annual EU and Member State reports (annual reports on policy, statistics, and thematic studies. Recent EMN studies on refugee reception and integration include:
  - a) Organisation of Asylum and Migration Policies in the EU Member States (2009)
  - b) Reception, return and integration policies for unaccompanied minors (2009)
  - c) Family reunification (2008)
  - d) Reception Systems, Capacities and the Social Situation of Asylum Applicants (2006)

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<sup>18</sup> <http://emn.sarenet.es/>

- 5) Create a web-based information exchange with easy access to relevant documents;
- 6) Raise public awareness and, in most cases, provide access to its outputs;
- 7) Coordinate information with other relevant European and international bodies.

The network is composed of the Commission as well as governmentally-appointed National Contact Points (at least three experts per Member State) located in relevant ministries, public bodies, and NGOs or national branches of international organisations. A Steering Board includes representatives from every Member State, the Commission and the European Parliament. The Network will remain closely linked to the Commission, which will adopt the annual programme of activities, provide grants on a co-financing basis to the National Contact Points and select a service provider to coordinate their tasks.



***Link with your national Contact Points in the European Migration Network and use their evidence-base in your work***



***Odysseus Network<sup>19</sup>***

The Odysseus Network (also known as the academic network for legal studies on immigration and **asylum** in Europe) was created in 1998 with the financial support of the Commission. The aim of the network is to analyse the legislation of the EU and its Member States. The objective is to furnish universities, policy-makers, practitioners and NGOs with a deeper insight into the European dimension of migration and asylum. The results are also presented to the European Institutions, with the aim to provide them the information to prepare legislation that fulfills the provisions of the Treaty of Amsterdam.

Comparative legal studies have been conducted on the initiative of the Network regarding different migration and **asylum** themes, including; “Immigration and Asylum Law of the EU: Current Debates” (2005); “The European Immigration and Asylum Policy: Critical assessment five years after the Amsterdam Treaty” (2005); “The Emergence of a European Asylum Policy” (2004); “The Emergence of a European Immigration Policy” (2003); “Subsidiary Protection of Refugees in the European Union: Complementing the Geneva Convention?” (2002).

The Commission selected the network to undertake an evaluation on checking national policies, implementing measures, and practices with the obligation to transpose the legal standards set in 10 Community Directives: Family Reunification (2003), Long-term Residents (2003), Victims of trafficking (2004), Temporary Protection (2001), Reception Conditions (2003), Qualification for Refugees and Subsidiary Protection (2004), Assistance in Transit for Removal by Air (2003), Carriers Liability (2001), Facilitation of Unauthorised Entry and Stay (2002), Mutual Recognition of Expulsion (2001). The research was carried out in 2007 by the network’s national members and the final results provided in 2008 to the European Commission, which has since used them to prepare amendments to Directives on migration and the second phase of the CEAS.



***Link with your country’s members of the Odysseus Network***

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<sup>19</sup> [www.ulb.ac.be/assoc/odysseus/index2.html](http://www.ulb.ac.be/assoc/odysseus/index2.html)

## *Mainstreaming the integration of beneficiaries of international protection in relevant areas of European cooperation*

The third part considers to what extent both immigrant and refugee integration are being mainstreamed into EU cooperation on areas of life that are relevant for the special needs of beneficiaries of international protection. This overview covers European legal and practical cooperation, standard-setting, and financial support in the areas of equal treatment and non-discrimination, socio-economic participation, urban policy, health, entrepreneurship, research, education, culture and multilingualism. MPG's *"Guide to Locating Migration Policies in the European Commission"*<sup>20</sup> describes the EU's strategy for achieving overall societal integration in these areas as the process by which the entire population is engaged in promoting the well-being of all and a society's full economic, social, cultural and civic potential. This section evaluates whether the EU institutions are promoting the participation in society of all Europe's residents, irrespective of their protection needs or migration history.

### *Equal treatment and non-discrimination*

#### ■ *Standard-setting*

Anti-discrimination measures are vital in achieving the participation of disadvantaged groups. EU law does not prohibit discrimination on the basis of nationality or **immigrant/refugee status**, but does prohibit discrimination on many grounds relevant to **beneficiaries of international protection**. The Commission acknowledges the importance of accompanying legislation with policies to prevent discrimination. Although not included in legislation, discrimination against immigrants is being addressed in policy measures.

Directive 2000/43/EC of 29 June 2000 (the Racial Equality Directive) prohibits direct and indirect discrimination based on racial or ethnic origin in many areas of life: employment and occupation, vocational training, social protection, social security, education, and access to and supply of goods and services available to the public, including housing.

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32000L0043:en:HTML>

Directive 2000/78/EC of 27 November 2000 (the Employment Equality Directive) prohibits direct and indirect discrimination based on religion or belief, disability, age or sexual orientation in the area of employment and occupation.

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32000L0078:EN:HTML>

Proposal SEC(2008) 2180/2181 (also known as the Horizontal Directive) would fill the gap in current EU anti-discrimination legislation by prohibiting discrimination on the four grounds (other than racial or ethnic origin) in all areas of life (other than employment and occupation).

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:DKEY=473800:EN:NOT>

<sup>20</sup> [http://www.migpolgroup.com/publications\\_detail.php?id=32](http://www.migpolgroup.com/publications_detail.php?id=32)

Also relevant for **beneficiaries of international protection**, the Council Framework Decision on combating racism and xenophobia will provide minimum harmonisation of the criminal provisions relating to public incitement to violence and hatred against persons of a different race, colour, religion, or national or ethnic descent.

### ■ ■ *Financial instruments*

PROGRESS (see page 30).

### ■ ■ ■ *Methods of cooperation*

Cooperation and consultation mechanisms are strong in the area of anti-discrimination, including structured dialogue with funded European NGOs, agencies, and expert networks.



### *Link with the EU Agency for Fundamental Rights and its Platform*

The EU's Agency for Fundamental Rights (FRA) provides assistance and expertise on the respect of fundamental rights in many policy areas, including racism, xenophobia, the rights of the child, discrimination, asylum, immigration and the integration of migrants. The FRA is an independent agency based in Vienna and built on the former European Monitoring Centre on Racism and Xenophobia (EUMC). It collects and analyses EU-wide data in its comparative reports, enhances awareness-raising, gives advice to the EU institutions and Member State governments, and cooperates with civil society through its Fundamental Rights Platform. 2009 FRA reports related to beneficiaries of international protection are indicators on the fundamental rights of **asylum-seeking children and unaccompanied minors** as well as a representative comparable survey (EU-MIDIS) of the discrimination experience of immigrants, ethnic minorities, and asylum-seekers in each of the 27 EU Member States.

[www.fra.europa.eu/](http://www.fra.europa.eu/)

The 2007 European Year of Equal Opportunities for All was the centerpiece of the European Commission's "Non-discrimination and equal opportunities for all - A framework strategy." The Year focused on rights, representation, recognition and respect and tolerance. The Commission's evaluation report stated that, at the national level, many events were targeted at the inequality in economic, social, and health status of racial and ethnic minorities, immigrants, and **refugees**. At the European level, it stated that the most important target was the situation of the Roma people and the fact that discrimination as a concept seemed to be relatively unknown in post-communist members of the EU.

<http://equality2007.europa.eu/>

The European Commission's Network of independent legal experts in the non-discrimination field provides independent information and advice on the implementation of the anti-discrimination directives in all Member States. Occasional national and thematic reports contain reference to cases involving refugees and asylum seekers in Western and Eastern Europe. A forthcoming thematic report on the "Link between Migration and Discrimination" will go further into depth on the implications of protections against discrimination for beneficiaries of international protection.

<http://ec.europa.eu/social/main.jsp?catId=615&langId=en>

Equinet, or the European Network of Equality Bodies, provides a sustainable network and resource base for national equality bodies to exchange legal expertise, enforcement strategies, training and best practice. The aim of this information exchange and cooperation is to help equality bodies fulfill their mandates, support a uniform application of EU anti-discrimination and level up the legal protection for victims of discrimination on the various grounds.

[www.equineteurope.org/](http://www.equineteurope.org/)

Those working on anti-discrimination in the European Commission regularly meet with the Platform of European Social NGOs. Via its members, it brings together over 1700 organisations, associations and other voluntary bodies at local, regional, national and European level, representing a wide range of civil society, including migrants and refugees.

[www.socialplatform.org/](http://www.socialplatform.org/)

European Network Against Racism (ENAR), the key anti-discrimination organisation related to migration-related diversity, is committed to mainstreaming equality into the different areas of EU cooperation. Several of its members are asylum and refugee support organisations.

[www.enar-eu.org/](http://www.enar-eu.org/)

### *Socio-economic inclusion*

The EU institutions are increasingly realising that providing immigrants with the means to fulfill their potential is part of its “Lisbon Strategy” to create more and better jobs and greater social cohesion. Immigrants are being prioritised as a disadvantaged group among national ministries responsible for employment and for social affairs.

Cooperation on socio-economic inclusion is facilitated by the European Commission in its Open Methods of Coordination (OMC) on the European Employment Strategy (EES) and on Social Protection and Social Inclusion (SPSI). As major policy vehicle, the Open Method of Co-ordination works by fixing Guidelines combined with specific timetables for achieving agreed goals; establishing quantitative and qualitative indicators that are tailored to the needs of different Member States as a means of comparing best practices; translating these European guidelines into national and regional policies; setting specific targets and adopting measures, taking into account national and regional differences; and periodic monitoring, evaluation and peer review organised as mutual learning processes.

The importance of the integration of immigrants—let alone, **refugees**—in meeting the socio-economic objectives of the Lisbon strategy, however, is not consistently reflected in policies, programmes or funding structures. Factors that have contributed to mainstreaming immigrant integration in European cooperation on economic and social cohesion policy include the incorporation of immigrants as a target group, structured dialogue with funded European NGOs (i.e. the European Network against Racism and the Social Platform), the inclusion of immigrants as a topic in the regular reports of the networks of independent national experts and in the transnational exchange programmes and peer reviews.

■ *Standard-setting*

■ *Open Method of Coordination (OMC) on European Employment Strategy (EES)*

The European Employment Strategy has not shown consistent commitment in its prioritisation of immigrants as a disadvantaged group. However, recent developments demonstrate that DG Employment is increasingly acknowledging the importance of immigrants as a labour source and how vital it is to accompany work migration channels with integration programme.

On the basis of the new provisions of the Amsterdam Treaty, the Luxembourg European Council of November 1997 initiated the European Employment Strategy (EES), to give direction to and ensure coordination of EU employment policy priorities. The coordination of national employment policies at EU level was built around an annual process of guidelines agreed at the Council level, national action plans from the Member States and a joint report by the European Commission.

Immigrants (referred to as migrants, third-country nationals and ethnic minorities) are generally targeted in the context of them forming a vulnerable or disadvantaged group. The role skilled migrants can play in addressing labour shortages and filling skills gaps is gaining prominence. **Beneficiaries of international protection** appear rarely.

The OMC components in the current EES are:

**1) Integrated Employment Guidelines (the Guidelines):** following a proposal from the Commission, the European Council agrees every year on a series of guidelines setting out common priorities for Member States' employment policies.

Target groups in Guidelines tend to be defined ambiguously and refer interchangeably to ethnic minorities, immigrants and third-country nationals. The definition process becomes more confused as Member States select their own national definitions from these generally recommended definitions of disadvantaged groups. It is rare to look at specific groups of immigrants like refugees or asylum seekers. Indeed, no EU-wide targets or benchmarks are set for migrants or refugees. The OMC has two indicators that provide information on the labour market situation of non-nationals, one of which focuses on new migrants.



***Advocate for the European Commission to include beneficiaries of international protection in the European Employment Strategy's "Integrated Employment Guidelines"***

**2) National Reform Programmes:** every Member State draws up a programme describing how the Guidelines will be designed and implemented nationally.

The 2007 National Reform Programmes show that the labour market dimension of migration is an important issue for the majority of Member States, though not yet those in Central Europe. In previous years, a number of Member States outlined the importance of immigration in sustaining their labour markets in the future. However, the reports have not tended to acknowledge the challenges of integrating immigrants and **refugees**.



***Advocate for your Member State to address beneficiaries of international protection in their National Reform Programmes***

- 3) **Joint Employment Report:** the Employment chapter of the annual progress report is adopted by the Council to form the Joint Employment Report.

Joint employment reports in recent years have addressed third-country nationals to varying degrees, but, again, not specifically **refugees**. The 2007-08 Joint Employment Report highlights the role economic migration can play in addressing the needs of the labour market and reducing skills shortages. It therefore considers that the employment and social impact of migration from third-country nationals needs to be addressed in the context of the Commission proposals for a common policy on work migration.

- 4) **Recommendations:** The Council may decide, by qualified majority, to issue country specific Recommendations upon a proposal by the Commission.

In years past, country-specific recommendations on the general integration of immigrants have been issued to new and old countries of immigration, but only those in Western Europe. These recommendations are either general (active labour market inclusion measures and incentives) or specific (focus on immigrant youth participation, monitor impact of reforms, etc).

- 5) **EU Annual Progress Report:** the Commission reviews progress made at both national and Community level.

Immigration was more prominent in the 2007 Annual Progress Report<sup>21</sup> than in past reports. The report outlines actions taken by Member States to improve employment of migrants, such as specific training measures and language courses; activation measures coupled with support from the employment service; wage subsidy schemes for employment of migrants and their descendents; and specific programmes for geographic areas where migrants are highly concentrated. It also indicates that in some countries immigration is seen as an important element in answering labour market needs; some Member States are planning to develop plans to attract highly skilled migrants, and twelve Member States plan to simplify the procedures for work and residence permits in sectors where there are labour shortages. The annual progress report also outlines priorities. The first priority area identified is investing in people and modernising labour markets. To achieve this it is recognised that support for migrants (and low-skilled workers, and disabled people) needs to be reinforced, notably by fostering skills development. It also notes that Europe will need to define a regulated immigration policy that is accompanied by measures to improve the economic and social integration of immigrants.

■ ■ *Open Method of Coordination (OMC) on Social Protection and Social Inclusion (SPSI)*

Member States translate common objectives on Social Protection and Social Inclusion into **National Plans** for each of the three areas (Social Inclusion, Pensions and Health and Long-Term Care). These plans, which cover a period of two years, are submitted to the Commission in the form of a National Strategic Report. In the “Guidance Note for preparing National Strategy Reports on Social Protection and Social Inclusion 2008-2010” it states that in preparation of:

- Assessment of the Social Situation: a specific section should address the main social aspects of migration/ethnic minorities;

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<sup>21</sup> [http://ec.europa.eu/employment\\_social/spsi/joint\\_reports\\_en.htm#2007](http://ec.europa.eu/employment_social/spsi/joint_reports_en.htm#2007)



- Overall Strategic Approach: relates to increasing potential comparisons and mutual learning, examples could be taken from social inclusion of migrants and ethnic minorities.

The OMC in the area of social inclusion targets **migrants** as a vulnerable group. It has one indicator relating specifically to migrants (also monitoring their labour market situation). Member States are being encouraged to monitor the social situation of different categories of migrants, foreigners, descendants of migrants and ethnic minorities.



***Advocate for the European Commission to include beneficiaries of international protection among the target groups in the common objectives and indicators of the Open Method of Coordination on Social Protection and Social Inclusion***

**National Strategy Reports** on Social Protection and Social Inclusion includes a National Action Plan on Social Inclusion. The guidance note states that, in relation to the National Action Plan's aims and focus, the social integration of migrants was recognised in the joint assessment of 2006-2008 National Strategy Reports as an area that warrants more attention (although it reminds Member States that the choice of key priorities depends on their situation, on the evaluation of progress and on whether there are new emerging concerns).



***Advocate for your Member State to address beneficiaries of international protection in their National Strategic Report***

**Joint Reports** provide a joint analysis and assessment by the Commission and the Council of the National Reports on Strategies for Social Protection and Social Inclusion submitted by the Member States. One of the key messages in 2008 Joint Report is that inclusion and anti-discrimination policies need to be reinforced "not least in relation to immigrants and their descendants and to ethnic minorities". The companion document to the report highlights the need for better social inclusion of migrants across a wide range of areas, including employment (labour market integration); education (early school leavers, host country language learning, and the unmet needs of **refugee or asylum seeking children, unaccompanied minors** and undocumented children); health (poor health outcomes and access to health care); and children and families (services for families living in deprived areas and addressing multiple deprivation).

## ■ ■ *Financial instruments*

The EU has numerous funds to promote its socio-economic inclusion goals serving both OMCs.

### ■ *EQUAL<sup>22</sup>*

The former EQUAL fund was a laboratory for new ideas to the European Employment Strategy (EES) and the Social inclusion process. The Structural Funds regulations 2007-2013 have now integrated EQUAL's principles into the main programmes. 100 so-called Development Partnerships were funded to the tune of 355 million euros related to employment and training measures to improve the work life of immigrants or ethnic minorities. Actions focused on overcoming barriers like difficulties in having overseas qualifications and experience recognised, limited language skills, the reluctance of many employers to hire immigrants, and poor information and advisory services.

**Asylum seekers** were prioritised as one of EQUAL's five thematic activities and received around 5% of its resources. The reception conditions directive was the frame of reference. EQUAL's played a key role in disseminating good practice on the special needs and reception of asylum seekers.

Examples of past EQUAL projects for **asylum seekers** in Central Europe:

- Czech Republic: Training and working rather than waiting! (2007)  
[http://ec.europa.eu/employment\\_social/equal/practical-examples/asyl-07-cz-step\\_en.cfm](http://ec.europa.eu/employment_social/equal/practical-examples/asyl-07-cz-step_en.cfm)
- Slovenia: building on nothing but goodwill (2007)  
[http://ec.europa.eu/employment\\_social/equal/practical-examples/asyl-07-si-progres\\_en.cfm](http://ec.europa.eu/employment_social/equal/practical-examples/asyl-07-si-progres_en.cfm)

The lessons learned from the EQUAL thematic activities on **asylum seekers** are intended to improve the quality of reception conditions in the next phase in the development of the Common European Asylum System. For instance, skills audits kept asylum seekers involved in the labour market and ensured that their qualifications were taken into account. Services for asylum seekers were coordinated with the help of information and communication technology (ICT) to make best use in cases of very limited available resources. Profession-based language training accelerated the learning process and "work shadowing" for asylum seekers without the right to work facilitated the transition into the labour market and raised awareness and interest among employers.

Based on EQUAL good practice, the following recommendations emerged from the May 2007 Malmö European Policy Forum on Asylum "Minimum Standard and Beyond":

- 1) The right and information for asylum seekers, upon application, to language and vocational training, skills audit, and assessment of special needs
- 2) Better skills/qualifications recognition procedures, and equal access to mainstream vocational training with nationals
- 3) Activation of social partners: partnership building and advocacy on reception conditions

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<sup>22</sup> [http://ec.europa.eu/employment\\_social/equal/index\\_en.cfm](http://ec.europa.eu/employment_social/equal/index_en.cfm)

- 4) Immediate labour market access by amendment to Art. 11 of reception conditions directive
- 5) Better qualifications of staff and consultation of asylum seekers by amendment to Art. 24 of reception conditions directive
- 6) EQUAL dissemination and policy impact instruments transferred to European Social Fund



**Apply the policy lessons learned from EQUAL-funded projects for asylum seekers**

■ ■ **European Social Fund (ESF)<sup>23</sup>**

The European Social Fund (ESF), created in 1957, is one of the EU's four Structural Funds set up to promote economic and social cohesion. It is one of the EU's most fundamental financial instruments and provides funding for a broad range of actions. The links between the European Social Fund and the European Employment Strategy are being reinforced so that the ESF can contribute more effectively to the employment objectives and targets of the "Lisbon Strategy for Growth and Jobs", and its three main objectives of full employment, quality and productivity at work, social cohesion and social inclusion. A new set of Regulations governing the operation of the Structural Funds was adopted for the period 2007-2013. The Commission does not directly fund ESF projects. Member States are responsible for identifying their priorities for funding and for selecting individual projects. A broad range of government and non-government actors are able to apply for funding, including national, regional and local authorities, educational and training institutions, NGOs and the voluntary sector, as well as social partners, for example trade unions and works councils, industry and professional associations, and individual companies. Several Member State use tripartite social dialogue model in ESF, involving the social partners in many of the ESF Operational Programmes' Monitoring Committees. For 2007-2013, the ESF Regulation states that each Member State shall organise, where appropriate and in accordance with current national rules and practices, a partnership with authorities and bodies, such as the competent regional, local, urban and other public authorities, economic and social partners, and NGOs.<sup>24</sup>

The Commission's November 2006 paper, "European Social Fund 2007-2013: Integration of migrants in the labour market," highlights the important role the ESF has played in the integration of migrants and **refugees** into the labour market. Within the context of social inclusion evaluations on the Spanish programmes, it found that 2.2% of the persons benefiting were third-country nationals. The Italian objective 3 programme found that globally 6.4% were non-Italian nationals (0.6% EU nationals) and for training projects co-financed by the ESF the percentage was 5.6%.

[http://ec.europa.eu/employment\\_social/esf/docs/migrants\\_en.pdf](http://ec.europa.eu/employment_social/esf/docs/migrants_en.pdf)

Examples of past ESF projects for **beneficiaries of international protection** in Central Europe:

- Czech Republic: PIC—Consulting and information center for young migrants, META o.s. – Sdružení pro příležitosti mladých migrant [www.meta-os.cz/pic/Default.aspx?culture=en](http://www.meta-os.cz/pic/Default.aspx?culture=en)
- Slovakia: JOPA—Language and vocational training for asylum seekers, OZ Človek v ohrození

<sup>23</sup> [http://ec.europa.eu/employment\\_social/esf/](http://ec.europa.eu/employment_social/esf/)

<sup>24</sup> For more on how NGOs can get involved in ESF, [http://www.eapn.eu/images/docs/manualsf2006\\_en.pdf](http://www.eapn.eu/images/docs/manualsf2006_en.pdf)

- Slovakia: Who are they? Who are we?, Krajská rozvojová agentúra Prešov (KRAPO)
- Slovakia: Positive influence to public opinion of a majority community in order to facilitate integration of asylum seekers and migrants to the community, Spoločnosť ľudí dobrej vole

The current ESF regulation, unlike its predecessor, makes three specific references to migrants:

- 1) Recital 6 indicates that ESF should pay particular attention to the integration of migrants, including those **seeking asylum**. It does not define the term ‘migrant’ so Member States are able to apply their national definition. The fact that some Member States place restrictions on asylum seekers’ right to work does not exclude them from targeting ESF support at this group. The Regulation’s preamble states that lessons from the EQUAL initiative need to be integrated into the ESF. For instance, 2000-2006 EQUAL projects across different Member States have facilitated the integration of asylum seekers by speeding up their entry into the labour market once they obtain the right to work, either as asylum seekers or, in more restrictive states, as refugees and beneficiaries of subsidiary protection.
- 2) The scope of assistance, which is outlined in Article 3, includes “specific action to increase the participation of migrants in employment and thereby strengthen their social integration and to facilitate geographic and occupational mobility of workers and integration of cross border labour markets, including through guidance, language training and validation of competences and acquired skills”.
- 3) Article 10 states that annual and final implementation reports shall contain, where appropriate, a synthesis of the “implementation of action to increase participation of migrants in employment and thereby strengthen their social integration”.

### ■ ■ ■ PROGRESS<sup>25</sup>

The framework programme “Programme for Employment and Social Solidarity (PROGRESS),” has succeeded EQUAL with a budget of 628 million euros for 2007-2013. With the view of fostering greater coherence and simplification in the way Community programmes are delivered, the Commission established PROGRESS, which brings together actions undertaken under the Community Action Programme to combat social exclusion, the strategy on gender equality, Community Action Programme to promote organisations active at European level in the field of equality between men and women, as well as those activities undertaken at community level in relation to working conditions.

More specifically, PROGRESS supports:

- Implementation of the European Employment Strategy
- Implementation of the Social Open Method of Coordination
- Improvement of the working environment and conditions including health and safety at work and reconciling work and family life
- Effective implementation of the principle of non-discrimination and promotion of its mainstreaming in all EU policies

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<sup>25</sup> <http://ec.europa.eu/social/main.jsp?catId=327&langId=en>

- Effective implementation of the principle of gender equality and promotion of its mainstreaming in all EU policies

PROGRESS complements action under the European Social Fund (ESF). It finances studies, awareness-raising campaigns, exchanges of information and good practice; monitoring and evaluation exercises and networking initiatives. Immigration (though not specifically **beneficiaries of international protection**) is a theme of the 2008 Annual Plan of Work. In relation to the future policy debate on employment and social issues, the work plan will also contribute to improving knowledge and understanding of migration, in particular on the related employment and social aspects, through collection of statistics and social and economic research. In relation to the implementation of the European Employment Strategy, the Work Plan states that emphasis will be put on combating undeclared work, better forecasting skills needs and improving knowledge and understanding of migration and mobility patterns.



***Encourage your Member State to allocate greater funding under the financial instruments for socio-economic inclusion towards the integration of beneficiaries of international protection***

■ ■ ■ ***Methods of Cooperation***

- ***OMC on European Employment Strategy***

**A Mutual Learning Programme:** The Mutual Learning Programme for the European Employment Strategy has three strands of activities: bi-annual EU-wide Thematic Review seminars, Peer Review meetings in individual Member States, and follow-up and dissemination activities.

The exchange of good practice and implementation measures on the inclusion of immigrants into the labour market within the EES has been minor. It is promising, however, that the most recent Thematic Review Seminar, hosted in Brussels in April 2008, was on improving access to the labour market for people at its margins with a special focus on people with a migrant or minorities background.

**Dialogue with civil society:** The EES provides opportunities for both social NGOs and social partners to participate. Different national governments vary in the degree to which they consult NGOs in preparation of the National Action Plans, incorporate their views into the final text, and systematically involve them in all stages of the process and in peer reviews.<sup>26</sup> As a result, NGOs and social partners' level of engagement in the EES varies widely across Member States, and the impact of the participation has also been called into question. Furthermore, research conducted at the University of Bath in 2005<sup>27</sup> suggests that the EES provides social partners with a reduced form of collaboration where they can be co-opted into a process and a mechanism beyond their influence.

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<sup>26</sup> [http://www.etuc.org/IMG/pdf/2005\\_Joint\\_Report\\_on\\_Employment-3.pdf](http://www.etuc.org/IMG/pdf/2005_Joint_Report_on_Employment-3.pdf)

<sup>27</sup> <http://ejd.sagepub.com/cgi/content/abstract/13/1/7>

■ ■ *OMC on Social Protection and Social Inclusion*

**Mutual Learning** within the OMC SPSI includes peer review, transnational exchange, awareness raising and studies, each of which is outlined below.

The OMC's work and national policies on the integration of immigrants and ethnic minorities were analysed in the second semester 2006 report of the Network of independent social inclusion experts. These experts make policy assessments, assessments of national strategy reports, and bi-annual reports on specific topics. The 2006 report is entitled, "Feeding in and feeding out, and integrating immigrants and ethnic minorities." In the report, the experts see in the National Reform Programmes a general proposition that legally-resident immigrants and **recognised refugees** face a qualitatively better social environment and access to health care and social services than **asylum seekers**. They note one of the policy implications of the National Reform Programmes as the need for ways of remedying these disparities in access to services.

[www.peer-review-social-inclusion.eu/network-of-independent-experts/second-semester-2006](http://www.peer-review-social-inclusion.eu/network-of-independent-experts/second-semester-2006)

**Peer reviews** aim to promote the identification and exchange of good practices in the field of social inclusion policies throughout the EU. Transnational Exchange Projects are supported on the basis that they enable the comparison of social situations between Member States or regions to identify strengths and weaknesses and help set priorities; and that knowledge of the programmes carried out in other countries broadens the range of options available to decision-makers, triggers new policy developments but may also help them avoid costly mistakes.

The first transnational exchange programme (2002-2005) supported two phases of projects on social inclusion and social protection. Several peer reviews in the first transnational exchange programme (2002-2005) addressed subjects related to immigrants and ethnic minorities, including the reception and integration of newcomers and the promotion of local development agreements as a tool to combat residential segregation. 38 of the 95 (or 40% of) projects addressed issues of immigration and ethnic diversity. The specialised nature of each project allowed immigrants to be treated as a disaggregate group, with particular attention to **adolescent immigrants and refugees**, migrant women, elderly and specifically elderly women and **unaccompanied minor asylum seekers**:

- Support Fund for the reception and integration of immigrants and their educational support
- Integrated programme for the social inclusion of Roma
- Multi-regional Operational Programme to Combat Discrimination
- Social aspects of human trafficking
- Municipal programme of shanty towns eradication in Aviles (Asturias)
- Field social work programmes in neighbourhoods threatened by social exclusion
- Local development agreements as a tool to stop segregation in vulnerable urban areas
- The "Reception platforms" to promote the integration of immigrants

[www.peer-review-social-inclusion.eu/key-themes/integration-of-ethnic-minorities-and-immigrants-1](http://www.peer-review-social-inclusion.eu/key-themes/integration-of-ethnic-minorities-and-immigrants-1)



***Encourage your Member State to start or participate in Mutual Learning Programmes that relate to beneficiaries of international protection***

## ***Education and intercultural dialogue***

### ■ ***Standard-setting***

The EU has recently launched an Open Method of Coordination on Education and Culture, which is also realising the importance of targeting immigrants in their policies and programmes, particularly in light of the disappointing progress in meeting the 2010 Benchmarks on early school leaving, low-achieving 15-year-olds in reading literacy, completion of upper secondary education, and participation in lifelong learning. Migrants are an emerging target group in the education OMC in the context of them being disadvantaged learners due to their weak socio-economic position (rather than their language skills and prior education). There is a strong focus on benchmarking in the Education OMC, but no official indicators exist to monitor the situation of migrants.

The 2008 European Year of Intercultural Dialogue has placed intercultural dialogue on the EU agenda, not only in the cultural realm, but across a range of portfolios. With intercultural dialogue as one of the three priorities of the Culture Programme 2007-2013, efforts to foster intercultural dialogue should continue beyond the Year. As in the 2007 European Year of Equal Opportunities for all, a few national events specifically addressed the experiences of **refugees and asylum seekers**.

<http://www.interculturaldialogue2008.eu/>

DG Education and Culture launched a 2008 Green Paper on “migration and mobility: challenges and opportunities for EU education systems.” The Green Paper was accompanied by a comprehensive international literature review on the challenges and strategies for educational integration. Neither document suggests that there are any of the specific challenges and opportunities for **asylum-seeking and refugee children**. The synthesis report and 101 stakeholder contributions are now available.

[http://ec.europa.eu/education/school21/com423\\_en.pdf](http://ec.europa.eu/education/school21/com423_en.pdf)

[www.efms.uni-bamberg.de/pdf/NESEducationIntegrationMigrants.pdf](http://www.efms.uni-bamberg.de/pdf/NESEducationIntegrationMigrants.pdf)

[http://ec.europa.eu/education/migration/results\\_en.html](http://ec.europa.eu/education/migration/results_en.html)

### ■ ■ ***Financial instruments***

The European Social Fund has a role in supporting education and training for the period which is set out in the June 2006 DG Employment paper “European Social Fund support to Education and Training 2010”. For the period 2007-2013, ESF supports education and training systems, primarily under the ‘human capital’ priority. Based on the 2006 Joint Interim Report of the Council and the Commission, three policy areas for education and training were identified as priorities:

- Investing in the future: improving the level of basic competences
- Transformation of systems to make lifelong learning a reality for all
- Increasing the quality and attractiveness of vocational education and training

The DG Employment paper outlines 23 ways in which priorities of the Education & Training work programme can be funded under the ESF – two of which relate specifically to immigrants:

- Increasing access and participation of groups at risk of exclusion, specifically immigrants and ethnic minorities, in compulsory, higher and adult education, are eligible actions under 1(b) - enhancing access to employment and participation in the labour market, 1(c) - reinforcing social inclusion by combating discrimination and facilitating access to formal education and adult education for disadvantaged people, and 2(a) - expanding and improving investment in human capital
- Targeted investment, assessment of prior learning and tailored training and learning provision for low-skilled people and disadvantaged groups such as migrants, **refugees**, Roma, people in prison, older workers, and people with special educational needs are eligible actions under 1(b) and 1(c)

The Grundtvig programme addresses all forms of adult and lifelong education. The integration of migrants is not a new theme. In 2004-2006 Grundtvig supported six projects that developed training tools and courses for teaching migrant and ethnic communities and 105 learning partnerships that promoted languages in adult education focused on migrant and ethnic communities (33% of the total number of partnerships).

[http://ec.europa.eu/education/lifelong-learning-programme/doc86\\_en.htm](http://ec.europa.eu/education/lifelong-learning-programme/doc86_en.htm)

## Health

### ■ *Methods of cooperation*

Access to health is an emerging theme in recognition of the often poor health of immigrant groups, and the barriers they face in accessing appropriate and high-quality healthcare facilities. The European Commission's Directorate General for Health and Consumer Affairs, within its overall health strategy, treats access to health care as a basic human right. This needs-based approach is inclusive of **all immigrant residents, especially vulnerable groups** like victims of trafficking.

Particular attention was given to the issue of migrant health during the 2007 Portuguese presidency of the EU Health Council. The Conference on "Health and migration in the EU: Better health for all in an inclusive society" (September 2007), held in Lisbon, was organised with the support of DG SANCO, the collaboration of all Member States and the contributions of the World Health Organization, the Council of Europe and other relevant stakeholders, including governmental and NGOs.

Two technical reports underpinned the debate: "Demographic dynamics and analysis of migratory flows in Europe in the last decade; health conditions of migrant populations and its determinants; political and legal framework in terms of migration and health"; and "Good practices in migrants' Access to health care in the EU".<sup>28</sup> "Good practices in migrants' Access to health care in the EU" aims at presenting and describing existing best practices in the EU in relation to migrants' health, access to health promotion, prevention and care. Good practices were selected from a pool of proposals sent by Member States which included the public sector, private sector and NGOs. Good practices focus on several target populations, including

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<sup>28</sup> For more on these and other reports, see [www.mighealth.net](http://www.mighealth.net) and [www.migrant-health-europe.org/background-papers.html](http://www.migrant-health-europe.org/background-papers.html)



**refugees and asylum seekers**, undocumented and irregular migrants, disadvantaged populations, women and children and adolescents.

The EU Health Forum serves as an information and consultation mechanism to ensure that the aims of the Community's health strategy are made clear to the public and respond to their concerns. It provides an opportunity to representative organisations of patients, health professionals and other stakeholders, such as health service providers, to make contributions to health policy development, its implementation, and the setting of priorities for action. The EU Health Forum is composed of two complementary elements: An Open Forum as a platform for general exchange of information and for a discussion with a broader range of groups and interested parties, and the EU Health Policy Forum with a consistent set of member organisations, for the discussion of key policy areas. The Health Policy Forum made five recommendations, two of which have particular relevance for **migrants**. Access to health information is an identified barrier for immigrants, however the Recommendations on Health Information (May 2005) overlook this issue. Migrants are given more attention in the Recommendation on Health and EU Social Policy (December 2003), which states that "the human rights of **refugees, asylum-seekers** and illegal immigrants of access to appropriate and high quality healthcare facilities needs to be safeguarded".

The EU High-Level Conference "Together for Mental Health and Well-being", which took place in Brussels in June 2008 established the "European Pact for Mental Health and Wellbeing". In the Pact ethnic minorities (alongside all age groups, different genders, ethnic origins and socio-economic groups) are mentioned only in the context of achieving equity. Migrants receive slightly more attention in the documents supporting the implementation of the Pact. "Improving Mental Health in the Population: Policy Briefs"<sup>29</sup> includes, in relation to the mental health of older people, migrants and members of ethnic minorities in scope of 'other vulnerable groups'; and in relation to the prevention of depression and suicide, the 'at risk' group of suicide includes 'some migrant groups'. In "Mental Health in the EU - Key Facts, Figures, and Activities: A Background Paper"<sup>30</sup> it states that key groups whose social and economic circumstances may put them at increased risk of mental health problems include ethnic minority groups and recent migrants and refugees.

## *Enterprise*

### ■ *Methods of cooperation*

DG Enterprise and Industry has been active on ethnic entrepreneurship in the past, especially with its Ethnic Minority Business Network. They are however, unlikely to develop policies in relation to ethnic entrepreneurship due to the acknowledged difficulty in finding a uniform approach for such diverse businesses. With the Ethnic Minority Business Network producing its final report, and no specific provision for funding ethnic minority business, it suggests that actions to target ethnic entrepreneurs are winding down.

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<sup>29</sup> [http://www.ec-mental-health-process.net/pdf/policy\\_briefs\\_all.pdf](http://www.ec-mental-health-process.net/pdf/policy_briefs_all.pdf)

<sup>30</sup> [http://www.governo.it/GovernoInforma/Dossier/salute\\_mentale/salute\\_mentale\\_europa.pdf](http://www.governo.it/GovernoInforma/Dossier/salute_mentale/salute_mentale_europa.pdf)

“Examination and Evaluation of Good Practices in the Promotion of Ethnic Minority Entrepreneurs” presents 2008 research from 32 European countries to identify and examine specific measures and support schemes promoting entrepreneurship amongst ethnic minorities. One of the 12 case studies profiled in a few pages is the “Rainbow economy project.” This NGO-project in Brussels provides **asylum seekers** awaiting a decision with an experimental space to develop their entrepreneurial skills from their home countries.

[http://ec.europa.eu/enterprise/entrepreneurship/support\\_measures/migrant/index.htm](http://ec.europa.eu/enterprise/entrepreneurship/support_measures/migrant/index.htm)

The Ethnic Minority Business Network has, since 2003, brought together national administrators, researchers, and business representations to exchange practices and make recommendations to European institutions and other EU networks. Topics included access to finance, the importance of the informal network and the use of micro-credits. Policy-relevant recommendations were laid out in its May 2008 final report, “Supporting entrepreneurial diversity in Europe.” No mention of **beneficiaries of international protection** is made in the conclusions and recommendations.

[http://ec.europa.eu/enterprise/entrepreneurship/support\\_measures/migrant/netethnicminbus.pdf](http://ec.europa.eu/enterprise/entrepreneurship/support_measures/migrant/netethnicminbus.pdf)

## Multilingualism

### ■ *Methods of cooperation*

Within the new European Commission Directorate General on Multilingualism, the High Level Group’s 2007 final report<sup>31</sup> recommended that all Europeans learn a “second mother tongue.” For EU citizens living in another Member State and non-EU immigrants, it would be the language of their country of residence. At the same time, immigrants’ mother languages would be included among those that citizens in their country would be encouraged to learn in school. Investing in the overlooked mother tongues of immigrant children can increase their motivation to learn the language of instruction and increase their native peers’ motivation to learn a world language. Research was prioritised on the roles multilingual descendants of immigrants can play as Europe’s ambassadors in the world and in international networks, business and intercultural mediation. So far, no specific funds are attached to this portfolio. Rather, multilingualism is a transversal priority of several EU Education funding programmes such as Leonardo, Erasmus, Comenius, Grundtvig, and the European Voluntary Service.<sup>32</sup>



***Monitor opportunities for EU practical and financial support on migrant education, multilingualism, and health***

<sup>31</sup> [http://ec.europa.eu/education/policies/lang/doc/multireport\\_en.pdf](http://ec.europa.eu/education/policies/lang/doc/multireport_en.pdf)

<sup>32</sup> [http://ec.europa.eu/education/languages/eu-programmes/index\\_en.htm](http://ec.europa.eu/education/languages/eu-programmes/index_en.htm)

## Research agendas and public opinion

### ■ *Methods of cooperation*

The European Commission has selected and co-funded around dozens of research and evaluation projects on migration and integration policy.

“Moving Europe: EU research on migration and policy needs” presents a brief description of recent projects funded under Directorate General Research’s European Research Framework Programmes. The report analyses their main findings, their relevance for national and EU policymaking, the importance of transparency, the role of experts and recommendations for future policy-relevant research on migration and asylum.

[ftp://ftp.cordis.europa.eu/pub/fp7/ssh/docs/ssh\\_research\\_migration\\_20090403\\_en.pdf](ftp://ftp.cordis.europa.eu/pub/fp7/ssh/docs/ssh_research_migration_20090403_en.pdf) [www.imiscoe.org](http://www.imiscoe.org)

IMISCOE Network of Excellence brought together over 500 researchers in 23 research institutions across 14 European countries. Refugee and asylum issues were mainstreamed into the various research clusters and working groups on migration, integration and trans-nationalism.

EUCITAC, NATAC, POLITIS, and LOCALMULTIDEM covered the specific provisions for and experiences of beneficiaries of international protection with regard to the acquisition of nationality and political participation.

THESIM, PROMINSTAT, and CLANDESTINO looked at the availability and comparability of statistics on asylum and regular and undocumented migration.

MIGHEALTHNET tackled the access to healthcare for different categories of immigrants.

CHALLENGE highlighted fundamental rights related to seeking asylum.

EACH-FOR described the causes of climate-induced forced migration and their economic, political, and social impact on countries of origin and European countries of destination.



### ***Participate in relevant projects from the European Research Framework Programme and use this evidence-base in your work***

Public surveys can assess what immigrants and the host society are doing and thinking about integration as a two-way process of mutual accommodation. At EU level, these surveys provide policy actors with a scientifically-robust evidence base to build the case for migration and diversity and to justify making improvements to policies and services. The fact that the surveys are comparative gives policymakers a broader perspective on their own local or national situation. In-depth analysis can reveal the relationships between different national and local policies and different participation rates, attitudes, and orientations among immigrants and the general public.

Policy actors at EU level are able to hear relatively well from one side in the two-way process: the host society. EU citizens’ perceptions are generally available through comparable EU-wide surveys. As to the topics, there is regular interest in asking the host society its opinion about what immigrants should or should not do and what states should or should not give immigrants the right to do. They do not tend to ask what the host society should do or is doing in the integration process.

Eurobarometer provided data in 1997, 2000, and 2003 concerning the public's positive/negative view of immigrants in general as well as their access to social rights, family reunion, and access to nationality. Many questions on the rights of **asylum seekers and refugees** were asked in past Eurobarometers previous to the accession of Central European countries, meaning no public opinion data is comparable between the countries and to other regions in the EU.

Thematic questions on integration and diversity were posed in polls before and after the 2007 European Year of Equal Opportunities for All and the 2008 European Year of Intercultural Dialogue. The public in each Member State was asked its opinion on discrimination and intercultural dialogue in their countries with regard to non-EU immigrants and ethnic minorities—not specifically **beneficiaries of international protection**.

[http://ec.europa.eu/public\\_opinion/index\\_en.htm](http://ec.europa.eu/public_opinion/index_en.htm)

The European Social Survey (ESS) continues to provide comparable data on perceived ethnic threat and attitudes toward immigrants in general. On **refugees**, respondents in many European countries, including those in Central Europe, have been asked their subjective opinion whether:

- asylum seekers should receive state support
- asylum seekers should have the right to work
- refugees should have the right to family reunion
- refugee policy should be decided on the national or European level

<http://www.europeansocialsurvey.org/>

Little is currently known about what the EU's immigrants themselves think they should do in the integration process, what they are doing, and what the state or the EU should do. The number of third-country nationals included in these surveys' sample size is not large enough to be representative and thus significant. Special surveys of immigrants are in very short supply.

EU-MIDIS is the first ever EU-wide survey of immigrant and ethnic minority groups. Addressing the lack of reliable and comparable data on minorities, the survey presents their experiences of discriminatory treatment, racist crime, awareness of rights, and reporting of complaints. EU-MIDIS involved face-to-face interviews with 23,500 persons from selected minority in all 27 EU Member States. In some, the nationalities interviewed mostly arrive as **asylum seekers and their families** (i.e. Africans in Malta, Somalis in Denmark and Sweden, ex-Yugoslavians in Austria, Germany, and Luxembourg), whereas in Central Europe, the groups were national minorities.

[http://fra.europa.eu/fraWebsite/eu-midis/eumidis\\_details\\_en.htm](http://fra.europa.eu/fraWebsite/eu-midis/eumidis_details_en.htm)



***Advocate for future European comparative surveys of public and migrant opinion to address the integration of refugees in Central Europe***

| <i>EU cooperation on refugee integration</i>                    | 1999   | 2000                                    | 2001       | 2002   | 2003                                   | 2004   | 2005  | 2006              | 2007                                  | 2008  | 2009  | 2010                                       |
|---|--|---|------------|--------|--|--|---|-------------------|---------------------------------------|---|---|--|
| <b>DG Justice, Liberty, &amp; Security</b>                      | 1999-2004 Tampere Programme  |   |            |        |  | 2004-2009 Hague Programme                      |   |                   | European Pact on Migration and Asylum |   |   | 2010-2014 Stockholm Programme              |
|   | UNHCR Brussels Office  |   |            |        |  |  |   |                   |                                       |   |   |  |
|   | Since 1974 ECRE  |   |            |        |  |  |   |                   |                                       |   |   |  |
|   | Since 1994 NGO Platform on EU Asylum and Migration Policy                          |   |            |        |  |  |   |                   |                                       |   |   |  |
|   | Since 1997 European Monitoring Centre for Racism and Xenophobia                    |   |            |        |  |  | European Fundamental Rights Agency  |                   |                                       |   |   |  |
|   | Since 1998 Odysseus Network  |   |            |        |  |  |   |                   |                                       |   |   |  |
|   | European Migration Network (pilot phase 2003-2006)                                 |   |            |        |  |  |   |                   |                                       |   |   |  |
| <i>Common European Asylum System</i>                            |  |   |            |        | Dublin Regulation                      |  | NGO Network of Integration Focal Points   |                   |                                       | Policy Plan on Asylum                                 |   |  |
|   |  |   |            |        | Reception Conditions Directive         |  |   |                   |                                       |   | Proposal for EU resettlement scheme         |  |
|   |  |   |            |        |  | Qualification Directive                        |   |                   |                                       |   | Proposal for European Asylum Support Office |  |
|   |  |   |            |        |  | Asylum Procedures Directive                    |   |                   |                                       |   |   |  |
|   | European Refugee Fund  |   |            |        |  |  | ERF Strategic Guidelines 2008-2013  |                   |                                       |   |   |  |
| <i>Common Agenda for Integration</i>                            |  |   |            |        | Long-Term Residence Directive          |  | Proposal to extend long-term residence to beneficiaries of international protection |                   |                                       |   |   |  |
|   |  |   |            |        | Family Reunion Directive               | Common Basic Principles on Integration         |   |                   |                                       |   |   | Green Paper on future of EU Family Reunion |
|   |  |   |            |        | INTI programme                         |  | European Integration Fund Strategic Guidelines 2008-2013                            |                   |                                       |   |   |  |
|   |  |   |            |        | National Contact Points on Integration |  |   |                   |                                       |   | EU Integration Forum and Website            |  |
|   |  |   |            |        |  | 1st Annual Report on Migration and Integration |   | 2nd Annual Report | 3rd Annual Report                     |   |   |  |
|   |  |   |            |        |  | 1st Handbook on Integration                    |   |                   | 2nd Handbook on Integration           |   |   | 3rd Handbook on Integration                |
|   |  |   |            |        |  | Inter-ministerial meeting: Groningen           |   |                   | Inter-ministerial meeting: Potsdam    | Inter-ministerial meeting: Vichy                      |   | Inter-ministerial meeting: Zaragoza        |
|   |  |   |            |        |  |  | Integrating Cities  |                   |                                       |   |   |  |
| <b>DG Employment, Social Affairs, &amp; Equal Opportunities</b> |  |   |            |        |  |  |   |                   |                                       |   |   |  |
| <i>Equal Opportunities</i>                                      |  | Racial & Employment Equality Directives |            |        |  |  |   |                   |                                       | Proposal for anti-discrimination horizontal directive |   |  |
| <i>Employment</i>   | Since 1997 European Employment Strategy, Since 2000 as Open Method of Coordination |   |            |        |  |  |   |                   |                                       |   |   |  |
| <i>Social Affairs</i>   | Since 2000 Open Method of Coordination on Social Protection and Social Inclusion   |   |            |        |  |  |   |                   |                                       |   |   |  |
|   |  |   |            | URBACT |  |  |   |                   |                                       |   |   |  |
|   |  |   | EQUAL Fund |        |  |  |   |                   |                                       | PROGRESS 2007-2013                                    |   |  |
|   | Since 1957 European Social Fund  |   |            |        |  |  | ESF 2007-2013   |                   |                                       |   |   |  |

## Annex 1

### *Methods of cooperation between different levels of governance on integration*

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Enhancing vertical cooperation between the local, regional, national and EU level has been one major underlying theme of the Common Basic Principles on immigrant integration policy. The EU has supported local and regional authorities who want to learn and share knowledge across borders and improve their integration policy efforts.

- **European Economic and Social Committee (EESC)**  
[http://eesc.europa.eu/sections/soc/immigration\\_asylum.htm](http://eesc.europa.eu/sections/soc/immigration_asylum.htm)

The EESC is a consultative body that gives representatives of Europe's socio-occupational interest groups, and others, a formal platform to express their points of views through formal opinions to the various EU institutions. Its Section for Employment, Social Affairs and Citizenship (SOC) has many recently adopted opinions on the Dublin regulation, the minimum standards for **reception conditions**, the promotion of integration policies, and the future of the Common European Asylum System.

- ■ **Committee of the Regions (CoR)**  
[www.cor.europa.eu/pages/PresentationTemplate.aspx?view=folder&id=2586ce7d-ccbd-4cd1-b689-bfb273d8df08&sm=2586ce7d-ccbd-4cd1-b689-bfb273d8df08](http://www.cor.europa.eu/pages/PresentationTemplate.aspx?view=folder&id=2586ce7d-ccbd-4cd1-b689-bfb273d8df08&sm=2586ce7d-ccbd-4cd1-b689-bfb273d8df08)

The Committee of the Regions, established in 1994, is the consultative assembly that provides local and regional authorities a voice in EU decision-making, based on the principles of subsidiarity (making decisions at lowest level of governance), proximity (all levels should be close to the citizen) and partnership (all levels working together). Its Commission for Constitutional Affairs, European Governance and the Area of Freedom, Security and Justice has various opinions on the role of local and regional authorities in integration policy and the **new asylum package**.

- ■ ■ **Eurocities**  
[www.eurocities.eu](http://www.eurocities.eu)

EUROCITIES, the network of major European cities, has a working group on "Migration and Integration," which aims to raise cities' awareness of the importance of local migration and integration strategies and involvement in policymaking at national and EU levels. While 130 cities are members of EUROCITIES, three Central European cities are members of the Migration and Integration working group: Ljubljana, Lublin, and Warsaw.

Integrating Cities ([www.inticities.eu](http://www.inticities.eu)) is a process launched in 2006 by the European Commission and Eurocities. A series of annual conferences has created bridges for cooperation between the many levels of governance and presented ideas for the practical implementation of the Common Basic Principles at the local level. These conferences have marked the official openings of the INTI-Cities and DIVE projects. Staff from participating cities build a peer review and indicator methodology around Eurocities' "Contribution to Good Governance concerning the integration of immigrants and the **reception of asylum seekers**."

- ■ ■ **Cities for Local Integration Policies (CLIP)**  
■ [www.eurofound.europa.eu/areas/populationandsociety/clip.htm](http://www.eurofound.europa.eu/areas/populationandsociety/clip.htm)

CLIP is a European network on the exchange of best local practice, coordinated by the European Foundation for the Improvement of Living and Working Conditions. 25 large European cities share experiences and good practice and produce reports on yearly themes, which include target groups like **asylum seekers and refugees**. The Central Eastern cities evaluated in CLIP are Budapest, Prague, Tallinn, Wroclaw, as well as Zagreb.

- ■ ■ **ERLAI network**  
■ ■ ■ [www.emiliaromagnasociale.it/wcm/emiliaromagnasociale/home/immigrazione/Erlai/Presentation.htm](http://www.emiliaromagnasociale.it/wcm/emiliaromagnasociale/home/immigrazione/Erlai/Presentation.htm)

ERLAI is an exchange of good practice and EU liaison network, formed by approximately 30 regions, cities and local authorities from 8 EU member states with an interest in immigration and asylum. The network's project, ERLAIM, aims at improving the quality of the action of regional and local stakeholders when participating in the design and implementation of general integration policies, without specific reference to the situation of **beneficiaries of international protection**. Members currently come from eight EU Member State, of which the only Central European state is Slovenia.

## *Annex 2*

### *EU stakeholders on the integration of refugees and migrants*

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#### ■ *EU NGO Platform on EU Asylum and Migration Policy*

The EU NGO Platform on EU Asylum and Migration Policy is an informal group of EU-level NGOs and networks that meets on a quarterly basis to share information and policy analysis and coordinate advocacy strategies. The Platform was created in 1994 at the initiative of UNHCR. Currently 25 NGOs belong to the Platform. Membership is open to NGOs which are active in the area of asylum and migration, which are principally based in Brussels and have a European network. The primary purpose of the Platform is to discuss developments and issues of common concern within the EU asylum and migration area. In addition and where appropriate, it aims to coordinate lobbying approaches and information on key questions for decision at EU level. The aim of this exchange is to achieve better co-ordination between its members and establish common approaches, which can in turn better inform the institutions and Member States which benefit from the contributions.

On the **reception and integration of beneficiaries of international protection**, the Platform offers a wealth of experience on asylum and integration law, policy and practice at the European and Member State level. Its members have dealt with these issues for many years and can provide expert advice, research and statistics, which will be particularly important as the EU moves to deepen its common area of freedom, security, and justice, particularly in the second phase of establishment of its asylum system.

#### ■ ■ *UNHCR*

[www.unhcr.org/pages/4a02d9346.html](http://www.unhcr.org/pages/4a02d9346.html)

UNHCR's strategy in Europe is to promote and maintain international standards, assist governments in designing comprehensive strategies to address complex mixed migration flows, and find solutions for protracted refugee and internally displaced populations in the continent.

UNHCR's priorities in Europe include: preserving asylum space in the broader migration context; ensuring standards of protection; facilitating durable solutions; and working with partners to achieve its goals. Particular focus is given to developing strategies to address the situation of unaccompanied minors arriving in Europe, reinforcing cooperation with key partners in ensuring access to asylum, and enhancing resettlement capacity throughout the region. With regard to comprehensive durable solutions strategies, UNHCR promotes the adoption of effective integration policies that guard the rights of people of concern. These policies should also help eliminate racial and other discrimination and xenophobia affecting refugees and other displaced populations in Europe. The Office promotes the strategic use of resettlement.

UNHCR follows EU asylum law and policy very closely. Promoting respect for international protection norms in EU law and policy is of vital importance to UNHCR, and the agency, accordingly, provides observations, recommendations, and tools on a wide range of issues related to refugee protection, resettlement and integration in the 27-member EU.

Partnerships in Europe have also been strengthened with the European Agency for the Management of Operational Cooperation at External Borders (FRONTEX). A cooperation agreement with the agency covers regular consultations; the exchange of information, expertise and experience; and UNHCR inputs into



training and other activities. Strategic partnerships have also been enhanced with the European Union Agency for Fundamental Rights, IOM, civil society organisations like the European Council on Refugees and Exiles, and regional institutions like the Council of Europe and Organisation for Security and Cooperation in Europe.

■ ■ ■ ***European Council on Refugees and Exiles***

[www.ecre.org](http://www.ecre.org)

ECRE (European Council on Refugees and Exiles) is a pan-European network of 69 refugee-assisting non-governmental organisations that promotes a humane and generous European asylum policy.

ECRE's work on the integration of beneficiaries of international protection includes a common position, a series of policy papers, EC-funded projects, press releases, and a members' working group on integration. In particular, ECRE has taken positions on the inclusion of beneficiaries of international protection in the EU Directives on the right to family reunification and long-term residence, the target group for the European Integration Fund, and the conclusions of meetings of the national ministers responsible for integration.

■ ■ ■ ■ ***Caritas Europa***

[www.caritas-europa.org](http://www.caritas-europa.org)

Most of Caritas Europa's member organisations are active on asylum and immigration. The main aim of Caritas' work in this field is to offer realistic solutions to people who, for whatever reason, need assistance because they are resident in a country other than their home country. Caritas' programmes include projects for the reception of asylum seekers, provision of legal and social counselling services, facilitation of processes for the integration of refugees and permanent residents as well as resettlement and voluntary return programmes.

■ ■ ■ ■ ■ ***Churches Commission for Migrants in Europe (CCME)***

[www.ccme.be](http://www.ccme.be)

CCME is the ecumenical agency on migration, integration, asylum, refugees, anti-racism and anti-discrimination in Europe. CCME seeks to monitor and influence European policies affecting migrants, refugees, and minority ethnic people. One of CCME's members, the EKD (Protestant Church in Germany) also has an active Brussels office on integration and migration: [www.ekd-bruessel.de](http://www.ekd-bruessel.de).

Currently CCME's work priorities are advocacy on:

- Policies to maintain and strengthen an accessible and fair system of asylum and to open up additional forms of protection for refugees and displaced persons.
- Policies facilitating integration: with respect for diversity and a focus on the fair treatment of migrants and refugees, including anti-discrimination policy.

- ■ ■ ■ ■ **Diversity, Migration and Integration Interest Group (DMIIG)**
- [www.efc.be/dmiig](http://www.efc.be/dmiig)

The European Foundation Centre also has a Diversity, Migration and Integration Interest Group (DMIIG), which provides a platform for debate, information sharing, exchange of good practice and collaboration to independent foundations and corporate funders active in the fields of migration, diversity, and the integration of immigrants and refugees.

- ■ ■ ■ ■ ■ ■ ■ **European Programme for Integration and Migration (EPIM)**
- [www.epim.info](http://www.epim.info)

This giving programme, initiated by a small group of foundations from different European countries, covers both regular and undocumented migration. The aim of its second phase (3 million € for 2008-2011) is to improve migrants' lives, impact on constructive national and local integration policies, inform policy at the EU level and strengthen the role of NGOs in advocating for a Common EU Agenda that benefits migrants and host communities. One of the conclusions from the first phase of funding was that the task of mainstreaming integration services while recognising the diversity of needs within the migrant population (i.e. from migrant workers to refugees) is delicate, but crucial.

EPIM has funded several EU-level projects relating specifically to the integration of beneficiaries of international protection:

- Network of Integration Focal Points (ECRE), a continuation of INTI project
- AVERROES Network - Improving access to health care for asylum seekers and undocumented migrants in the European Union (Médecins du Monde)

- ■ ■ ■ ■ ■ ■ ■ **European Network Against Racism (ENAR)**
- [www.enar-eu.org](http://www.enar-eu.org)

The European Network Against Racism (ENAR) is a network of European NGOs working to combat racism in all EU member states and represents more than 600 NGOs, including refugee organisations. ENAR undertakes national and European level advocacy, partnerships, dialogues, and capacity-building to fight racism, racial discrimination, xenophobia and related intolerance, to promote equality of treatment between European Union citizens and third country nationals, and to link local/regional/national initiatives with European Union initiatives.

- ■ ■ ■ ■ ■ ■ ■ **European Women's Lobby (EWL)**
- ■ [www.womenlobby.org](http://www.womenlobby.org)

The EWL is the largest umbrella organisations of women's associations in the European Union (EU). Its Secretariat is based in Brussels, but EWL has member organisations in the 27 EU Member States and 3 candidate countries. Asylum and immigration policies are monitored from a gender perspective. EWL's main project in this area has been "Equal rights, Equal Voices: Migrant Women in the EU."

■ ■ ■ ■ ■ ■ ■ ■ **International Catholic Migration Commission (ICMC)**  
■ ■ ■ ■ ■ ■ ■ ■ [www.icmc.net](http://www.icmc.net)

Responding to the needs of people on the move since 1951, ICMC serves and protects uprooted people: refugees, internally displaced persons (IDPs) and migrants, regardless of faith, race, ethnicity or nationality. ICMC's programmes and advocacy in Europe includes assistance to survivors of violence and trauma, migration policy and governance, migration and development, refugee resettlement, and aid to extremely vulnerable individuals and families. For instance, ICMC Europe published in 2007 "Welcome to Europe: A Guide to Resettlement,"<sup>33</sup> which contains a comparative review of partnerships between governments and non-governmental organizations involved in resettlement of refugees in Europe..

■ ■ ■ ■ ■ ■ ■ ■ **International Rehabilitation Council for Torture Victims (IRCT)**  
■ ■ ■ ■ ■ ■ ■ ■ [www.irct.org](http://www.irct.org)

The International Rehabilitation Council for Torture Victims (IRCT) is an independent, international health professional organisation that promotes and supports the rehabilitation of torture victims and works for the prevention of torture worldwide. As an umbrella organisation for 142 treatment centres and programmes worldwide, the IRCT seeks to strengthen the capacity of treatment centres and programmes through training and technical assistance.

■ ■ ■ ■ ■ ■ ■ ■ **International Rescue Committee (IRC)**  
■ ■ ■ ■ ■ ■ ■ ■ [www.theIRC.org](http://www.theIRC.org)

Founded in 1933, the IRC is a global leader in emergency relief, rehabilitation, protection of human rights, post-conflict development, resettlement services and advocacy for those uprooted or affected by violent conflict and oppression. Established in Brussels in 2001, IRC Belgium serves as a representative office for the IRC global network in relation to European institutions.

■ ■ ■ ■ ■ ■ ■ ■ **Jesuit Refugee Service (JRS) Europe**  
■ ■ ■ ■ ■ ■ ■ ■ [www.jrseurope.org](http://www.jrseurope.org)

The Jesuit Refugee Service is an international Catholic organisation. Its mission is to accompany, to serve and to plead the cause of refugees and forcibly displaced people. JRS was set up by the Society of Jesus in 1980 and is now working over 50 countries worldwide. JRS Europe's 2008 to 2010 Strategic Goal on destitution is of most relevance to the integration of those seeking asylum in Europe. National and EU advocacy and networking, complimented by direct service provision, are intended to address clear, identifiable needs of destitute forcibly displaced migrants in Europe, arising through policies and practices that exclude minimum access to social services.

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<sup>33</sup> <http://www.icmc.net/pubs/welcome-europe-a-guide-resettlement>

- ■ ■ ■ ■ ■ ■ ■ **Médecins du Monde (MdM)**
- ■ ■ ■ ■ ■ ■ ■ [www.medecinsdumonde.org](http://www.medecinsdumonde.org)
- ■ ■ ■ ■ ■ ■ ■ **Médecins Sans Frontières (MSF)**
- ■ ■ ■ ■ ■ ■ ■ [www.msf.org](http://www.msf.org)

Both organisations provide services, monitoring, and advocacy work on preventive medical treatment and access to health care in the countries where they present in the EU to at-risk segments of the population regardless of their status, including asylum seekers and recognised beneficiaries of international protection.

- ■ ■ ■ ■ ■ ■ ■ **Migration Policy Group (MPG)**
- ■ ■ ■ ■ ■ ■ ■ [www.migpolgroup.com](http://www.migpolgroup.com)

The Migration Policy Group publishes the Migration News Sheet which, since 1985, has provided fact-checked and up-to-date information on immigration, asylum, and integration across Europe. Its annual “Guide to Locating Migration Policies in the European Commission” provides information on migrant and refugee policies, targets, cooperation and consultation programmes, and funding. It also chairs the NGO Platform's migration sub-group, which covers European cooperation on integration and anti-discrimination.

- ■ ■ ■ ■ ■ ■ ■ **Platform for International Cooperation on Undocumented Migrants (PICUM)**
- ■ ■ ■ ■ ■ ■ ■ [www.picum.org](http://www.picum.org)

PICUM - the Platform for International Cooperation on Undocumented Migrants, is an NGO that aims to promote respect for the human rights of undocumented migrants within Europe. PICUM's themes and advocacy activities touch on themes also of relevance to the integration of those seeking asylum in Europe, such as fair working conditions, undocumented children, and regularisation.

- ■ ■ ■ ■ ■ ■ ■ **Save the Children**
- ■ ■ ■ ■ ■ ■ ■ [www.savethechildren.net/brussels](http://www.savethechildren.net/brussels)

Save the Children Europe Group is a network of Save the Children organisations working in eight European Union (EU) states and four non-EU states. Part of its EU work is to assist unaccompanied and separated children who arrive in or cross Europe by influencing the debates in all areas of the Common European Asylum System and EU family reunification policy.



MIGRATION POLICY GROUP



**UNHCR**  
The UN  
Refugee Agency

