Together in the EU

Promoting the participation of migrants and their descendants

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Foreword

Integrating migrants, refugees and their descendants is of critical importance for the future of the European Union (EU). This report examines EU Member States' integration policies and action plans or strategies for promoting the participation of immigrants and their descendants in society. It focuses on non-discrimination, social cohesion, education, employment, language learning and political engagement.

Past integration efforts have increasingly come into question. The shock of multiple terrorist attacks, uncertainty about growing cultural and religious diversity, as well as concerns about future economic prospects – particularly for the young – provide fertile ground for toxic narratives of fear and hate. Left uncontested, such narratives can fuel populist, xenophobic discourses that turn immigrants into convenient scapegoats, and ultimately threaten to destabilise the entire 'European project'.

As the Council's 2004 guiding principles recognise, integration involves a two-way, mutual accommodation of the diverse beliefs, values and lifestyles of all individuals living in the EU – requiring efforts both by immigrants and local populations. It also presents an enormous opportunity. Migrants and their descendants already make valuable contributions to modern-day Europe, but more can be done to help develop and capitalise fully on their human potential.

By highlighting both promising practices and shortcomings in Member State efforts to foster participation by migrants and their descendants, this report aims to spur clear-eyed, open debate on the topic – and so contribute to the formulation of a long-term, sustainable vision on migration in the EU.

Michael O'Flaherty
Director

Country codes

Code	EU Member State
AT	Austria
BE	Belgium
BG	Bulgaria
CY	Cyprus
CZ	Czech Republic
DE	Germany
DK	Denmark
EE	Estonia
EL	Greece
ES	Spain
FI	Finland
FR	France
HR	Croatia
HU	Hungary
IE	Ireland
IT	Italy
LT	Lithuania
LU	Luxembourg
LV	Latvia
MT	Malta
NL	Netherlands
PL	Poland
PT	Portugal
RO	Romania
SE	Sweden
SK	Slovakia
SI	Slovenia
UK	United Kingdom

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Key findings and FRA Opinions

Strengthening the coordination of national integration action plans and strategies

National migrant integration action plans and strategies differ widely across the EU in terms of their guiding principles, measures, and monitoring and evaluation. These variations reflect national specificities, administrative traditions and migration histories. Over the past 10 years, Member States' representatives have discussed these diverse approaches in the network of the National Contact Points on Integration, coordinated by the European Commission. However, national differences remain in implementing guidance provided by the Council of the European Union's Common Basic Principles for Immigrant Integration Policy in the EU and other relevant policy documents. In this regard, the Commission announced in its June 2016 Action Plan on integration that the network will be upgraded into a European Integration Network, with a stronger coordination role and a mutual learning mandate.

Not all Member States consistently apply the Common Basic Principle that refers to integration as a dynamic, two-way process of mutual accommodation by all immigrants and residents. There is a positive trend, however, with more EU Member States' national action plans and strategies addressing not only migrants but also the host society.

FRA Opinion 1

EU Member States should include in their national integration policies specific reference to the fundamental rights that apply to everyone living in the European Union, including the right to equal treatment and non-discrimination. In parallel, they should increase their efforts to raise awareness about fundamental rights and the EU's values and principles among both the host society and migrants.

FRA Opinion 2

To develop a more integrated EU approach to migrant integration, EU Member States should strengthen further the coordination of their national integration policies with the support of the European Commission, as recommended by the June 2016 European Commission Action Plan on integration of third country nationals.

FRA Opinion 3

EU Member States should consider strengthening measures to improve mutual understanding, participation and trust between immigrants and the host society, as required for effective integration policies guided by the EU's Common Basic Principles. The latter define integration as a dynamic, two-way process of mutual accommodation by all immigrants and residents.

Across all countries, FRA's research revealed little evidence of action plans and strategies with a particular focus on women or gender issues. Academic research indicates that women with migrant backgrounds face multiple or intersectional discrimination in many areas of social life, including employment and education, and particularly face barriers in accessing healthcare services.

FRA Opinion 4

EU Member States should ensure that national migrant integration action plans or strategies include mainstreamed as well as specific actions targeting women to foster their equal participation in society, and should systematically monitor their implementation.

FRA's research identified a number of important promising initiatives developed and implemented at local level. They are designed to serve the needs of local communities, but provide lessons that could usefully guide the formulation and targeting of broader national policies.

FRA Opinion 5

The EU and its Member States should collect and share evidence on concrete experiences with local integration initiatives to learn what works in practice, so that national policies can provide more specific guidance to regional and local authorities, improving cooperation across governance levels. In this respect, the Urban Agenda for the EU, an initiative aiming to create new forms of cooperation on urban issues, can provide a framework for better coordination at EU, national and regional/local levels in improving the design and implementation of policies. The Partnership on Inclusion of Migrants and Refugees created within the Urban Agenda framework in 2016 is a step towards this direction.

FRA Opinion 6

EU Member States should encourage local and regional authorities to promote the participation of representative organisations of migrants in the design and implementation of integration measures in a meaningful way.

Promoting participation and equal treatment by raising rights awareness and implementing non-discrimination legislation

Equality and non-discrimination are core values enshrined in the Treaties and the Charter and implemented in EU legislation. EU law prohibits discrimination on the basis of nationality only in the particular context of free movement of persons; thus, third-country nationals can invoke provisions concerning non-discrimination in Articles 18 and 45 of the Treaty on the Functioning of the European Union (TFEU) in only a limited number of cases. This means that, while migrants are protected from discrimination on the basis of ethnic or racial origin, in 16 Member States they are not protected against discrimination on the basis of their nationality or migrant, refugee or foreigner status. Given that fundamental rights and equality are the basis of the EU and among the shared values common to the Member States (Article 2 of the Treaty on European Union (TEU) and Article 21 of the Charter), this may function as an obstacle to the enjoyment of equality and fundamental rights.

Data collection by the Equality Bodies in the Member States is usually limited to cases of discrimination on grounds of racial/ethnic origin. Few or no data exist in most EU Member States on discrimination-related complaints submitted by third-country nationals on grounds other than ethnic or racial origin. The actual number of complaints submitted by third-country nationals to Equality Bodies is very small compared with the experiences and incidents of perceived discrimination and victimisation as recorded by FRA surveys. Underreporting is a serious concern and can be linked to a lack of rights' awareness and to mistrust of the authorities. It is therefore necessary to develop more systematic outreach and awareness-raising activities to make sure people are aware of their rights and to build their trust in the capacity of the administration and the public authorities to protect them.

FRA Opinion 7

EU Member States whose legislation does not protect against discrimination on grounds of nationality should ensure that migrants are not victims of discrimination and do not fall outside the protection provided by legislation. In this regard, they may consider following the example of the 12 Member States that include nationality and/or migrant and refugee or foreigner status among the grounds of protection against discrimination.

FRA Opinion 8

EU Member States should step up awareness-raising and information activities, including promotion of legal tools available for obtaining redress, to ensure that everyone – both host society and migrants – is well-informed about their fundamental right to equal treatment and non-discrimination.

FRA Opinion 9

In parallel, EU Member States should also reinforce awareness-raising actions against hate crime and hate speech against migrants and their descendants, and so foster community cohesion in the context of a welcoming society.

Effective policy implementation requires systematic monitoring, assessment and review. The data collected indicate that only around half of Member States carry out some form of periodic assessment or review of national integration action plans or strategies. Even when these reviews are carried out, they are not always based on commonly agreed EU standards and indicators to monitor integration policies. Eleven EU Member States use the Zaragoza indicators, agreed upon by the EU Member States in 2010 to measure outcomes of integration policies. However, nine Member States have adopted indicators additional to the Zaragoza indicators, including examples referring directly to fundamental rights, such as discrimination or victimisation experiences. Improving the outcomes of integration policies is important to achieving the goals of the EU2020 Strategy for inclusive growth, as well as the UN Sustainable Development Goals of fighting exclusion and promoting human rights. Furthermore, the research identified gaps in collection of statistical data, which often did not include breakdown by gender.

FRA Opinion 10

Integration policies and concrete measures implemented by the EU Member States should be systematically monitored at national and EU levels to assess their impact on the ground. This is important to assess progress towards the accomplishment of goals set by the EU2020 Strategy and the UN Sustainable Development Goals. EU Member States, supported by the EU, should use the Zaragoza indicators and other means to monitor their integration policies, building on the added value of comparability and the exchange of best practices.

Fewer than half of EU Member States have action plans or strategies that explicitly address descendants of migrants, although statistical evidence from Eurostat and international organisations such as the Organisation for Economic Co-operation and Development (OECD) highlights their disadvantaged position. Member States may, however, include measures and actions for this group under general youth or other sectoral policies. Social exclusion risks the potential alienation of youth of migrant descent, with consequences for social cohesion, intolerance, discrimination and the rise of extremism.

FRA Opinion 11

Member States need to address more systematically and mainstream policies concerning migrant youth and descendants of migrants, to support the development of their full potential to contribute to the social and economic development of their society. Such policies and measures need to prioritise and encourage the equitable participation of young people of migrant background, without any discrimination, in all areas of social life, including employment, education, and cultural and political life.

Promoting societal participation in and through education

Evidence provided by national-level research and studies in about half of the EU Member States indicates de facto segregation of migrant children at school. Moreover, studies show that, even when the residential concentration is not high, some schools, particularly primary schools, tend to be more segregated than the neighbourhoods they serve. This means that, even in schools in more diverse neighbourhoods, parents tend to enrol their children in schools with children of their own ethnic background.

Outreach to migrant parents is an established and systematic policy in a handful of Member States, while projects in a further 10 Member States implement such initiatives. Such policies range from involving and engaging migrant and refugee parents and families in the life of schools, informing and raising awareness about education of their children to supporting them in learning the Member State's national language and enabling them to assist and support their children in the education process. It is therefore an important aspect of policies promoting the participation and socialisation of their children within the school community and implementing better their fundamental right to education. The other 13 Member States do not implement such measures. The involvement of migrant families and parents in local and school communities should begin during the early stages of reception, to avoid marginalisation and consequent alienation of children and young people of migrant background. This support can take the form of early language learning.

Most EU Member States acknowledge in their policy documents the need for more inclusive education to reflect diversity in society. Seventeen Member States include references to cultural diversity as a guiding principle or as part of curricular subjects, although in only five Member States do education systems make intercultural education a dedicated subject within the national curriculum.

FRA Opinion 12

Building on the Paris Declaration of 2015, in which education ministers call for promoting citizenship and the common values of freedom, tolerance and non-discrimination through education, EU Member States should take measures to foster more inclusive education that promotes diversity. In this respect, Member States should make use of EU instruments providing support and funding, such as Erasmus+ and the European Education and Training 2020 programme.

FRA Opinion 13

EU Member States should take all necessary steps to avoid the segregation of students with migrant backgrounds in schools or classes, and to address effectively the tendency of parents to enrol their children in schools with students of their own ethnic background. This will require sustained awareness-raising efforts, as well as well-coordinated housing and education policies, to avoid residential segregation and to contribute towards breaking down barriers between communities and enhancing opportunities for social interaction.

FRA Opinion 14

Successful integration in school requires the support of parents. Member States' educational authorities should consider encouraging schools with ethnically and culturally diverse student populations to involve parents from migrant and refugee families actively in school and local community life to foster inclusive and cohesive community relations.

FRA Opinion 15

Member States' educational authorities should provide teachers with adequate intercultural training, including on fundamental rights, to support them in engaging with students with diverse ethnic backgrounds more effectively in school.

FRA Opinion 16

EU Member States are encouraged to consider how respect for diversity and fundamental rights are currently reflected in school curricula across different subject areas, and to strengthen human rights education, building on relevant work by the Council of Europe, including the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education.

Encouraging participation in trade unions and in the public sphere

Trade unions generally encourage and promote the membership of migrant workers. In four Member States, membership rates of immigrant workers are comparable with those of nationals, or higher, and in most Member States, trade unions make considerable efforts to attract migrant workers as members. The exceptions are six central European Member States with very small and/or new immigrant communities.

In relation to the employment of migrants in the public sector, FRA's research found that 19 EU Member States provide equal access to the public sector for third-country nationals. Eight of these take concrete actions to increase diversity in the public sector and to encourage the recruitment of third-country nationals or citizens with migrant backgrounds.

FRA Opinion 17

EU Member States should engage with social partners to foster active citizenship, a core element of migrant integration, as well as helping to tackle discrimination and exploitation in employment. They should therefore further support and strengthen such efforts by social partners and share good practice.

FRA Opinion 18

EU Member States should consider encouraging the recruitment of migrants and their descendants in the public sector – for example in law enforcement, education and healthcare – to better reflect the ethnic and cultural diversity of their societies.

Supporting integration through language learning

Most EU Member States, acknowledging that learning the national language is a necessary precondition for access to employment and successful overall integration, provide language support classes for immigrants and refugees. There is a strong trend to introduce such language support modules throughout the EU. However, only a handful of EU Member States follow a needs-based approach to language learning by opening courses to all residents with limited language proficiency, including citizens of migrant background. Several Member States exclude EU citizens from other Member States and third-country nationals who are temporary residents or seasonal workers. In addition, several central European Member States provide access to such courses only for beneficiaries of humanitarian protection.

Language and integration courses can be voluntary or compulsory. Compulsory language courses are usually, but not always, free of charge. Language-learning programmes are rarely linked to employment, and job-specific or on-the-job language training courses are not common.

FRA Opinion 19

To improve the participation of migrants and their descendants in the labour market and their overall social integration, EU Member States should ensure that general and specific job-related language courses are provided free of charge.

Promoting participation in political life

Participation in political life is a major driver of integration and most EU Member States do not limit access of third-country nationals to membership of political parties. Almost half of the EU Member States give legally resident third-country nationals voting and election rights at local level, and most Member States allow or encourage migrants to be involved in consultation processes. An increasing number of Member States provide more favourable conditions for naturalisation to those descendants of migrants who were born and/or educated in the country.

FRA Opinion 20

EU Member States should consider increasing the participation of migrants and their descendants in decision-making procedures affecting their lives, at a minimum by ensuring that third-country nationals participate actively and in a meaningful way in relevant public consultation processes and relevant consultation bodies.

FRA Opinion 21

EU Member States that do not provide voting and/or election rights at regional or local elections should consider the example of the 15 Member States that already provide such rights conditional upon residence length, status or other requirements.

FRA Opinion 22

All EU Member States should consider providing more favourable conditions for citizenship acquisition and naturalisation for descendants of migrants who were born and/or educated in the country.

Introduction

"European societies are, and will continue to become, increasingly diverse [...] Ensuring that all those who are rightfully and legitimately in the EU, regardless of the length of their stay, can participate and contribute is key to the future well-being, prosperity and cohesion of European societies. In times when discrimination, prejudice, racism and xenophobia are rising, there are legal, moral and economic imperatives to upholding the EU's fundamental rights, values and freedoms and continuing to work for a more cohesive society overall. The successful integration of third-country nationals is a matter of common interest to all Member States."

European Commission (2016a)

The European Union's (EU) mandate to promote the integration of third-country nationals was reinforced after the entry into force of the Lisbon Treaty (2009). Article 79 (4) of the treaty for the first time provided a legal basis for promoting integration at EU level:

> *"The European Parliament and the Council, acting in accordance with the ordinary legislative procedure, 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 harmonisation of the laws and regulations of the Member States."*

In addition, a number of provisions of the EU's Charter of Fundamental Rights apply to all persons living in the EU, including third-country nationals.

While the EU has a mandate to promote integration, as well as to support and coordinate Member State efforts to integrate third-country nationals, the responsibility for actually implementing relevant strategies, measures and actions lies with the Member States. To assist them, the European Commission published on 6 June 2016 an Action Plan on the integration of third-country nationals, which provides a common policy framework describing the policy, operational and financial support that the Commission will deliver to support Member States' efforts.[1] Such a common policy framework can further strengthen the coordination of integration policies across the EU – which was identified as an issue of concern as early as the 2004 Council Conclusions on Common Basic Principles for Immigrant Integration Policy in the EU:

> *"The failure of an individual Member State to develop and implement a successful integration policy can have in different ways adverse implications for other Member States and the European Union. [...] This can have an impact on the economy and the participation in the labour market, it can undermine the respect for human rights and Europeans' commitment to fulfilling its international obligations to refugees and others in need of international protection, and it can breed alienation and tensions within society."*[2]

The December 2016 EU Justice and Home Affairs Council in its conclusions on the integration of third-country nationals legally residing in the EU invited Member States to, among others, offer "opportunities to third-country nationals to actively participate in the economic, social, civic and cultural life of Member States, combating discrimination and segregation, providing equal opportunities and promoting intercultural dialogue and mutual acceptance between third-country nationals and host societies." By identifying the perspective and the impact of migrant integration in the EU, the Council also invited the Member States to focus their efforts on "investment in policies promoting social inclusion of third-country nationals to make European societies more prosperous, cohesive and inclusive in the long run".[3]

Scope of the report

This report examines measures in national integration policies, action plans and strategies concerning 'active citizenship' and 'welcoming society', in the context of the societal and political participation of migrants and their descendants. These issues are addressed in a 2013 report prepared for the European Commission, *Using EU indicators of immigrant integration*.[4] They were selected in cooperation with the European Commission to complement work focusing on migrant integration in employment, education and other areas. The report does not address issues relating to security and radicalisation.

The analysis identifies, in the thematic areas covered, patterns in national integration policy responses that promote the Common Basic Principles for Immigrant Integration Policy in the EU, the EU Charter of Fundamental Rights and the core values of the EU. On this basis, the report clusters national policy responses that adopt a similar approach. This avoids direct comparisons between Member States, which follow different pathways reflecting their own migration

1 European Commission (2016a).

2 Council of the European Union (2004).

3 Council of the European Union (2016).

4 European Services Network (ESN)/Migration Policy Group (MPG) (2013).

histories and their own approaches to social inclusion measures, whether mainstreamed or targeted. The Migrant Integration Policy Index (MIPEX)[5] compares Member States based on benchmarks elaborated on the basis of EU legal instruments, as transposed by the Member States. Integration is a long-term process affecting migrants, their descendants and the receiving society. While it can be supported and affected by public policies, it is 'fairly autonomous' and it is not possible to 'steer integration'. EU-commissioned research has focused from an early stage on the need to measure success of integration policies, progressively adopting indicators for monitoring at national level, and later at EU level, by stressing that "for the effective monitoring and evaluation of the common immigration policy it is deemed crucial that the data used actually reflect the relevant aspects of immigration and integration and that they are sufficiently comparable".[6]

Member States use different terms to refer to integration policy instruments – for example, 'action plan', 'strategy' and 'policy guidelines'. In this report, the term 'action plans or strategies' is used throughout to refer to such policy instruments and tools, which may target migrants specifically or within a broader policy framework. For example, in the United Kingdom, aspects of migrant integration are part of regional and local race equality and community cohesion policies; in France, the Netherlands and Sweden, migrant integration is pursued within a range of policies, making it more difficult to develop a direct comparison, although this analysis tries to identify broad similarities and differences. Furthermore, legal and policy measures affecting integration may be included in broader national, regional or local social inclusion policy tools or in sectoral policies and not in a unified document, action plan or strategy at national level.

Aspects of migrant integration concerning the respect of binding legal obligations stemming from EU law, such as issues concerning immigration and residence status, are not covered in this report. These have been covered by either other FRA reports or other actors, and the European Commission monitors their transposition. Nevertheless, it is worth noting, as a recent research report argued, that "EU law is a real factor of convergence and coordination [and] fields where divergences are the most prominent are precisely those that have not been addressed by EU law".[7]

Data used for this report

The analysis is based on material collected in 2015 through desk research and contacts with competent authorities in all EU Member States, via FRA's multidisciplinary research network, Franet.[8] The results were analysed in house and FRA National Liaison Officers checked for accuracy and validated select key aspects of national integration policies. FRA experts guided and monitored the data collection, and the data served as background material for this report; they are available in the public domain on FRA's website. Although the information revealed a number of promising practices in the form of regional or even local policies, the analysis in this report focuses on the national level. Data collected in 2012, 2013, 2014 and 2015 related to this topic and published in FRA annual reports have also informed the analysis, especially to identify trends.

The Human European Consultancy prepared a comparative summary of the relevant integration policies in select countries outside the EU, and a comparative tabular analysis of the results and findings of all 29 reports (28 EU Member States + 1 international report). FRA would like to thank the 28 Franet research teams for their work, and Thomas Huddleston (MPG-MIPEX Director) for his contribution.

Terms and concepts

The EU legal and policy framework for immigration refers to 'third-country nationals' with regard to immigration regulations of residence and integration, but important policy documents, such as the Common Basic Principles for Immigrant Integration Policy in the EU, also use the terms 'immigrant' and 'migrant'. Similarly, national integration policies, although targeting legally resident third-country nationals, refer variously to 'immigrants', 'foreigners', 'persons of migrant background', 'first and/or second and third generation of immigrants', etc. The policies often refer specifically to refugees or beneficiaries of international protection in the context of integration policies. Immigrants living in the EU irregularly, without a residence and/or work permit, are not addressed by integration policies and measures, although they are particularly at risk of discrimination and labour exploitation, as FRA research recently found when examining severe forms of labour exploitation.[9] Such individuals are marginalised and do not fully participate in society, and remain under the radar of relevant integration policies that promote participation and mutual understanding.

The 2010 Zaragoza Declaration on migrant integration indicators, "recognising differences in target groups of Member States' integration policies, and in order to maximise the added value of the indicators", states that data collected may also concern "either foreign born or third country nationals and both where possible". The declaration notes that the group of foreign-born

5 For more information, see the MIPEX website.
6 Entzinger, H. and Biezeveld, R. (2003), p. 4.
7 Pascouau, Y. (2014).

8 More information on Franet can be found on FRA's website.
9 FRA (2015).

persons includes those "who were born either in the EU or in a third country. They can have the citizenship of the host country or another EU country or a third country."[10]

This report uses the term 'migrants and their descendants' as a generic 'umbrella' term for all groups targeted by integration policies, except where it is necessary to distinguish between different groups.

How many immigrants live in the European Union?

The number of non-EU citizens living in EU Member States on 1 January 2015 was 19.8 million people, representing 3.9 % of the EU-28 population, according to Eurostat.[11] This figure rose to 20.8 million people, representing 4.1 % of the total EU-28 population, by 1 January 2016. The number of those living in an EU Member State, but born outside the EU, was 34.3 million people on 1 January 2015 and rose to 35.1 million by 1 January 2016.

A number of non-EU citizens in the EU have no residence permit – because they entered the EU irregularly, because they overstayed their visa period or because their residence permit has expired. In 2008, the Clandestino project estimated the number of irregular migrants in the EU to range between 1.9 and 3.8 million.[12] According to Eurostat, 3.6 million persons were apprehended between 2008 and 2014 as residing illegally in the EU. Immigrant integration policies and measures do not include non-EU citizens living in the EU irregularly even though, as FRA research has shown, they are particularly at risk of exploitation and discrimination.[13]

Key terms used in this report

Third-country nationals

Persons who are not citizens of an EU Member State.

Descendants of migrants and 'second generation'

Any person with one or two parents born abroad. Those with both parents born abroad are often referred to as 'second generation', while persons with one parent born abroad are referred to as persons with a 'mixed background' – for example, in the Zaragoza Declaration. Academic research refers to migrants who moved to an EU country as 'first-generation' migrants and to their children born in the EU as 'second generation' or 'offspring' of migrants. In some cases, the term 'second generation' is also used more broadly to include children who came to the EU at a very young age. However, these terms are not used in EU legal or policy documents. Eurostat distinguishes between two groups of immediate descendants of migrants: those of 'mixed background', defined as persons who were born in the EU with one parent born outside the EU and one parent born in the EU; and those of 'foreign background', defined as persons whose parents were both born outside the EU.

See Christou, A. (2012); Eurostat (2011a).

Defining 'migrants and their descendants' in integration policies

The 2010 Zaragoza Declaration requires a harmonised approach to data collection and notes that "the longer-term goal is to ensure full comparability between all Member States". However, national integration policies use various terms to define their target groups, such as 'third-country nationals', 'non-EU citizens', 'foreigners', 'migrants', 'refugees', 'persons entitled to humanitarian protection' and 'ethnic minorities'. FRA's research tried to group together policies and measures by target groups, but this was not always possible given the lack of clear definitions of the different categories in the relevant policy documents, although these categories may reflect different types and levels of entitlements and access to rights.

The work of the European Commission, Eurostat and the OECD in refining and expanding indicators on migrant integration improves comparability with regard to the analysis of outcomes, especially through surveys. These include the Labour Force Survey (LFS), the EU's Survey on Income and Living Conditions (EU-SILC) and FRA's EU Minorities and Discrimination Survey (EU-MIDIS). However, to assess policies and measures per se, in terms of allocated budget and expected outputs and outcomes, it would be useful to harmonise the definitions of their target groups.

10 Council of the European Union (2010).
11 See the webpage on Eurostat's migration and migrant population statistics.
12 Clandestino (2009).
13 FRA (2011a) and FRA (2015).

Table 1: Foreign-born population on 1 January 2016, by country of birth

	Total		EU-28 countries except reporting country		Non-EU-28 countries nor reporting country	
Country	(thousands)	(% of the population)	(thousands)	(% of the population)	(thousands)	(% of the population)
Austria	1,578.2	18.2	713.6	8.2	864.6	9.9
Belgium	1,845.6	16.3	866.8	7.7	978.8	8.7
Bulgaria	136.4	1.9	48.5	0.7	87.9	1.2
Croatia	547.9	13.1	68.6	1.6	479.4	11.4
Cyprus	172.8	20.4	110.4	13.0	62.4	7.4
Czech Republic	433.3	4.1	171.8	1.6	261.5	2.5
Denmark	636.7	11.2	216.9	3.8	419.8	7.4
Estonia	193.8	14.7	19.2	1.5	174.6	13.3
Finland	329.2	6.0	118.8	2.2	210.4	3.8
France	7,902.8	11.8	2,203.8	3.3	5,699.0	8.5
Germany (until 1990 former territory of the FRG)	10,908.3	13.3	4,351.8	5.3	6,556.4	8.0
Greece	1,220.4	11.3	350.1	3.2	870.3	8.1
Hungary	503.8	5.1	320.5	3.3	183.3	1.9
Ireland	798.6	16.9	547.6	11.6	251.0	5.3
Italy	5,907.5	9.7	1,823.8	3.0	4,083.6	6.7
Latvia	258.9	13.1	27.6	1.4	231.3	11.7
Lithuania	129.7	4.5	20.8	0.7	108.9	3.8
Luxembourg	260.6	45.2	194.8	33.8	65.8	11.4
Malta	45.9	10.6	20.7	4.8	25.1	5.8
Netherlands	2,056.5	12.1	554.9	3.3	1,501.6	8.8
Poland	626.4	1.6	216.3	0.6	410.1	1.1
Portugal	872.5	8.4	232.0	2.2	640.5	6.2
Romania	350.8	1.8	148.4	0.8	202.3	1.0
Slovakia	181.6	3.3	150.5	2.8	31.1	0.6
Slovenia	241.2	11.7	67.0	3.2	174.2	8.4
Spain	5,919.2	12.7	1,957.0	4.2	3,962.2	8.5
Sweden	1,675.1	17.0	529.8	5.4	1,145.3	11.6
United Kingdom	8,698.2	13.3	3,250.6	5.0	5,447.5	8.3
Iceland	41.9	12.6	28.1	8.5	13.7	4.1
Liechtenstein	24.2	64.4	8.2	21.9	16.0	42.5
Norway	774.0	14.9	349.7	6.7	424.3	8.1
Switzerland	2,324.5	27.9	1,393.6	16.7	930.9	11.2

Note: *The values for the different categories of country of birth may not sum to the totals due to rounding.*

Source: *Eurostat, 2016*

Table 2: Non-national population on 1 January 2016, by citizenship

	Total		EU-28 countries except reporting country		Non-EU-28 countries nor reporting country		Stateless	
Country	(thousands)	(% of the population)	(thousands)	(% of the population)	(thousands)	(% of the population)	(thousands)	(% of the population)
Austria	1,249.4	14.4	615.6	7.1	629.8	7.2	4.0	0.0
Belgium	1,327.4	11.7	875.9	7.7	450.8	4.0	0.7	0.0
Bulgaria	73.8	1.0	13.1	0.2	58.8	0.8	1.9	0.0
Croatia	40.9	1.0	13.5	0.3	26.7	0.6	0.8	0.0
Cyprus	139.6	16.5	109.1	12.9	30.5	3.6	0.0	0.0
Czech Republic	476.3	4.5	195.4	1.9	280.9	2.7	0.0	0.0
Denmark	463.1	8.1	189.4	3.3	267.2	4.7	6.5	0.1
Estonia	197.6	15.0	15.4	1.2	182.3	13.9	0.0	0.0
Finland	228.2	4.2	94.2	1.7	133.1	2.4	0.9	0.0
France	4,408.6	6.6	1,529.1	2.3	2,879.4	4.3	0.0	0.0
Germany (until 1990 former territory of the FRG)	8,652.0	10.5	3,801.0	4.6	4,840.7	5.9	10.3	0.0
Greece	798.4	7.4	206.7	1.9	591.7	5.5	0.0	0.0
Hungary	156.4	1.6	85.1	0.9	71.1	0.7	0.2	0.0
Ireland	586.8	12.4	384.0	8.1	201.1	4.3	1.6	0.0
Italy	5,026.2	8.3	1,517.0	2.5	3,508.4	5.8	0.7	0.0
Latvia	288.9	14.7	6.0	0.3	282.8	14.4	0.2	0.0
Lithuania	18.7	0.6	4.9	0.2	12.3	0.4	1.4	0.0
Luxembourg	269.2	46.7	229.5	39.8	39.6	6.9	0.1	0.0
Malta	30.9	7.1	155.2	35.7	15.4	3.5	0.0	0.0
Netherlands	834.8	4.9	458.7	2.7	367.7	2.2	8.3	0.0
Poland	149.6	0.4	25.1	0.1	123.9	0.3	0.6	0.0
Portugal	388.7	3.8	105.2	1.0	283.5	2.7	0.0	0.0
Romania	107.2	0.5	48.0	0.2	58.9	0.3	0.3	0.0
Slovakia	65.8	1.2	50.4	0.9	13.9	0.3	1.5	0.0
Slovenia	107.8	5.2	17.6	0.9	90.2	4.4	0.0	0.0
Spain	4,418.2	9.5	1,934.3	4.2	2,483.0	5.3	0.9	0.0
Sweden	773.2	7.8	304.0	3.1	447.7	4.5	21.6	0.2
United Kingdom	5,640.7	8.6	3,204.6	4.9	2,436.0	3.7	0.0	0.0
Iceland	26.5	8.0	21.8	6.6	4.5	1.4	0.1	0.0
Liechtenstein	12.8	34.0	6.7	17.8	6.1	16.2	0.0	0.0
Norway	534.3	10.3	341.7	6.6	190.2	3.6	2.4	0.0
Switzerland	2,047.2	24.6	1,357.6	16.3	689.3	8.3	0.3	0.0

Note: *The values for the different categories of country of birth may not sum to the totals due to rounding.*

Source: *Eurostat, 2016*

Table 3: Main countries of citizenship and birth of foreign/foreign-born population on 1 January 2016

Austria					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Germany	176.4	14.0	Germany	219.8	13.9
Serbia	116.4	9.2	Bosnia and Herzegovina	161.4	10.2
Turkey	116.2	9.2	Turkey	160.3	10.1
Bosnia and Herzegovina	93.6	7.4	Serbia	136.8	8.6
Romania	82.8	6.6	Romania	98.6	6.2
Other	674.1	53.5	Other	806.9	50.9

Belgium					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
France	161.8	11.8	Morocco	211.2	12.1
Italy	156.8	11.4	France	183.7	10.5
Netherlands	151.7	11.1	Netherlands	129.4	7.4
Morocco	83.0	6.1	Italy	120.1	6.9
Romania	73.2	5.3	Turkey	98.3	5.6
Other	743.6	54.3	Other	1,001.6	57.4

Bulgaria					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Russia	19.7	24.5	Russia	26.1	18.9
Syria	11.0	13.7	Syria	11.8	8.6
Turkey	9.1	11.3	Turkey	9.7	7.0
Ukraine	4.3	5.4	United Kingdom	7.7	5.6
Unknown	4.2	5.3	Ukraine	7.7	5.6
Other	31.9	39.8	Other	74.8	54.3

Czech Republic					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Ukraine	112.0	23.6	Ukraine	104.1	24.2
Slovakia	101.7	21.4	Slovakia	94.0	21.8
Vietnam	58.0	12.2	Vietnam	45.6	10.6
Russia	35.0	7.4	Russia	33.7	7.8
Germany	20.5	4.3	Poland	19.0	4.4
Other	147.5	31.1	Other	134.6	31.2

Denmark					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Poland	35.3	7.6	Poland	37.4	6.0
Turkey	28.8	6.2	Germany	35.1	5.6
Germany	23.7	5.1	Turkey	32.3	5.2
Romania	22.4	4.8	Syria	24.1	3.9
Syria	21.6	4.6	Sweden	22.4	3.6
Other	332.0	71.6	Other	474.0	75.8

Estonia					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Russia	87.7	44.2	Russia	126.2	65.1
Recognised Non-Citizens*	80.9	40.8	Ukraine	22.4	11.5
Ukraine	7.2	3.6	Belarus	10.9	5.6
Finland	3.8	1.9	Latvia	4.8	2.5
Latvia	3.0	1.5	Finland	4.3	2.2
Other	15.7	7.9	Other	25.4	13.1

Finland					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Estonia	50.4	21.9	Estonia	44.5	16.3
Russia	30.8	13.4	Sweden	32.0	11.7
Sweden	8.2	3.5	Russia	12.8	4.7
China	8.0	3.5	Iraq	10.7	3.9
Somalia	7.3	3.2	Somalia	10.6	3.9
Other	125.6	54.6	Other	162.6	59.5

Germany					
Citizens of	(thous.)	(%)	Born in**	(thous.)	(%)
Turkey	1,352.2	15.8		:	:
Poland	703.8	8.2		:	:
Italy	557.4	6.5		:	:
Romania	444.2	5.2		:	:
Syria	419.6	4.9		:	:
Other	5,075.1	59.3		:	:

Hungary					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Romania	29.7	18.9	Romania	208.4	43.0
China	19.8	12.6	Ukraine	50.2	10.4
Germany	19.4	12.4	Serbia	41.4	8.5
Slovakia	9.4	6.0	Germany	31.7	6.5
Ukraine	6.7	4.3	Slovakia	21.1	4.4
Other	71.8	45.8	Other	132.0	27.2

Iceland					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Poland	12.1	45.4	Poland	12.0	28.8
Lithuania	1.8	6.9	Denmark	3.3	7.9
Germany	1.0	3.9	United States	2.1	5.0
Denmark	0.9	3.3	Sweden	2.0	4.7
Latvia	0.8	3.0	Germany	1.7	4.1
Other	10.0	37.5	Other	20.7	49.5

Table 3: (continued)

Ireland					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Poland	124.6	21.4	United Kingdom	300.5	37.6
United Kingdom	121.2	20.8	Poland	112.4	14.1
Lithuania	37.4	6.4	Lithuania	34.1	4.3
Nigeria	23.2	4.0	United States	29.4	3.7
India	21.6	3.7	Nigeria	24.3	3.0
Other	253.6	43.6	Other	298.0	37.3

Italy					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Romania	1,151.4	22.7	Romania	1,024.1	17.3
Albania	467.7	9.2	Albania	449.7	7.6
Morocco	437.5	8.6	Morocco	428.9	7.3
China	271.3	5.3	Ukraine	231.6	3.9
Ukraine	230.7	4.5	China	212.2	3.6
Other	2,517.9	49.6	Other	3,561.1	60.3

Latvia					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Recognised Non-Citizens*	232.1	80.4	Russia	131.8	50.9
Russia	42.3	14.6	Belarus	47.2	18.2
Ukraine	3.6	1.2	Ukraine	34.0	13.1
Lithuania	3.1	1.1	Lithuania	16.1	6.2
Belarus	2.0	0.7	Kazakhstan	5.9	2.3
Other	5.8	2.0	Other	23.9	9.2

Liechtenstein					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Switzerland	3.6	28.0	Switzerland	13.1	54.3
Austria	2.2	17.1	Austria	3.9	16.0
Germany	1.5	12.0	Germany	1.8	7.6
Italy	1.2	9.3	Italy	0.9	3.6
Portugal	0.7	5.6	Turkey	0.6	2.5
Other	3.6	28.0	Other	3.9	16.1

Lithuania					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Russia	8.9	47.6	Russia	54.9	42.3
Ukraine	1.5	8.2	Belarus	31.1	24.0
Stateless	1.4	7.6	Ukraine	11.3	8.7
Poland	1.3	7.1	Latvia	5.6	4.3
Latvia	0.9	4.6	United Kingdom	5.2	4.0
Other	4.7	25.0	Other	21.6	16.7

Luxembourg					
Citizens of	(thous.)	(%)	Born in**	(thous.)	(%)
Portugal	93.1	34.6		:	:
France	41.7	15.5		:	:
Italy	20.3	7.5		:	:
Belgium	19.4	7.2		:	:
Germany	12.8	4.7		:	:
Other	82.0	30.4		:	:

Netherlands					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Poland	110.9	12.3	Turkey	191.0	9.8
Turkey	75.4	8.4	Suriname	179.5	9.2
Germany	72.3	8.0	Morocco	168.5	8.6
Unknown	65.7	7.3	Indonesia	123.5	6.3
United Kingdom	44.2	4.9	Germany	118.6	6.1
Other	533.3	59.1	Other	1,174.6	60.1

Norway					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Poland	99.5	18.6	Poland	96.0	12.4
Sweden	44.8	8.4	Sweden	49.2	6.4
Lithuania	41.7	7.8	Lithuania	37.4	4.8
Germany	25.0	4.7	Somalia	28.5	3.7
Denmark	23.0	4.3	Germany	28.3	3.7
Other	301.2	56.3	Other	534.6	69.1

Portugal					
Citizens of	(thous.)	(%)	Born in**	(thous.)	(%)
Brazil	82.6	21.2		:	:
Cape Verde	38.7	9.9		:	:
Ukraine	35.8	9.2		:	:
Romania	30.5	7.8		:	:
China	21.4	5.5		:	:
Other	180.8	46.4		:	:

Romania					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Italy	14.6	13.6	Moldova	137.6	38.3
Moldova	9.3	8.7	Italy	49.0	13.6
Turkey	8.4	7.9	Spain	36.8	10.2
China	7.3	6.8	Ukraine	14.1	3.9
France	5.2	4.9	Bulgaria	10.9	3.0
Other	62.4	58.2	Other	111.3	30.9

Table 3: (continued)

Slovakia					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Czech Republic	12.5	18.9	Czech Republic	87.8	48.3
Hungary	9.2	13.9	Hungary	16.8	9.3
Romania	5.8	8.8	Ukraine	10.5	5.8
Poland	5.4	8.2	Romania	8.7	4.8
Germany	3.8	5.8	Poland	6.9	3.8
Other	29.3	44.4	Other	51.0	28.1

Slovenia					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Bosnia and Herzegovina	47.7	44.2	Bosnia and Herzegovina	102.8	42.6
Kosovo (UN SCR 1244/99)	13.6	12.6	Croatia	46.1	19.1
FYR of Macedonia	10.4	9.7	Serbia	24.3	10.1
Serbia	9.8	9.1	Kosovo (UN SCR 1244/99)	16.2	6.7
Croatia	8.9	8.2	FYR of Macedonia	15.9	6.6
Other	17.6	16.3	Other	35.9	14.9

Spain					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Romania	695.1	16.4	Morocco	696.9	12.3
Morocco	680.5	16.1	Romania	627.8	11.1
United Kingdom	296.6	7.0	Ecuador	409.4	7.2
Italy	191.6	4.5	Colombia	347.2	6.1
China	172.2	4.1	United Kingdom	300.4	5.3
Other	2,189.7	51.8	Other	3,278.4	57.9

Sweden					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Syria	70.0	8.9	Finland	156.0	9.8
Finland	57.6	7.3	Iraq	131.9	8.3
Poland	50.8	6.5	Syria	98.2	6.2
Somalia	46.2	5.9	Poland	85.5	5.4
Denmark	37.1	4.7	Iran	69.1	4.3
Other	522.4	66.6	Other	1,051.3	66.0

Switzerland					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Italy	311.7	16.0	Germany	350.5	14.5
Germany	300.7	15.4	Italy	263.3	10.9
Portugal	267.5	13.7	Portugal	222.3	9.2
France	123.0	6.3	France	158.6	6.6
Spain	82.3	4.2	Unknown	91.9	3.8
Other	865.5	44.4	Other	1,330.2	55.0

United Kingdom					
Citizens of	(thous.)	(%)	Born in	(thous.)	(%)
Poland	931.7	22.9	Poland	845.1	15.6
India	368.1	9.0	India	808.7	14.9
Ireland	337.3	8.3	Pakistan	511.9	9.4
Romania	237.1	5.8	Ireland	388.4	7.2
Portugal	223.1	5.5	Germany	291.0	5.4
Other	1,977.7	48.5	Other	2,576.6	47.5

Notes: *Croatia, Cyprus, France, Greece, Malta and Poland: detailed data by individual country are not available. The values for the different nationalities/countries of birth may not sum to the totals due to rounding.*

** A recognised non-citizen is a person who is neither a citizen of the reporting country nor of any other country, and who has established links to the reporting country which include some but not all rights and obligations of full citizenship. A majority of these persons were citizens of the former Soviet Union.*

*** Detailed data are not available regarding the country of birth.*

Source: *Eurostat, 2016*

EU policy framework

In 2004, the Justice and Home Affairs Council adopted 11 Common Basic Principles (CBPs) for Immigrant Integration Policy in the EU. These are a set of commonly agreed policy principles guiding integration efforts that, according to the Council conclusions, are "complementary and in full synergy with existing legislative frameworks, including the international instruments on Human Rights".[14] While not legally binding, the CBPs reflect core principles and values of the EU and promote the fundamental rights enshrined in the EU Charter of Fundamental Rights.

The Council conclusions recognised that "immigration is a permanent feature of European society" and acknowledged that "it is vital for Member States to maintain and further develop societies in which newcomers feel welcome, which are defined by a spirit of mutual understanding and accommodation, and where there are clear expectations of all residents – new and old", to develop stronger economies, greater social cohesion, increased security and cultural diversity.

A year after adoption of the CBPs, the Commission published the Common Agenda for Integration, which proposed concrete measures at EU and national levels to strengthen the implementation of each CBP. In 2011, the Commission issued the European Agenda for Integration of Third-Country Nationals, which provides incentives and support for Member States to promote the integration of legally residing third-country nationals, building on the new legal basis introduced in the Lisbon Treaty.

14 Council of the European Union (2004).

Common Basic Principles (CBPs) for Immigrant Integration Policy in the EU (2004)

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

CBP 2: "Integration implies respect for the basic values of the European Union."

CBP 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."

CBP 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."

CBP 5: "Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society."

CBP 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."

CBP 7: "Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, intercultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens."

CBP 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."

CBP 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."

CBP 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."

CBP 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."

EU legal and financial instruments supporting integration

The EU has put in place a number of legal and financial instruments to support integration efforts. Legally binding EU law instruments include the Race Equality and Employment Directives (2000/43/EC and 2000/78/EC, respectively), as well as directives related to residence rights, which affect integration, such as the Long-Term Residence Directive (2003/109/EC) and the Family Reunification Directive (2003/86/EC). The recent Action Plan on the Integration of Third-Country Nationals describes in detail sources of available EU funding.

The EU has also developed several funding programmes relevant to migrant integration, including the Asylum Migration and Integration Fund (AMIF), which followed the European Integration Fund (EIF), established in 2007. AMIF will provide Member States with € 765 million for integration under the multiannual financial framework 2014–2020. The June 2016 Action Plan maintains particular focus on guidance and support to Member States to maximise use of the available funding and to explore additional possibilities under existing programmes. The Action Plan also notes that Member States can benefit from European Structural and Investment Funds (ESIF), which can support integration actions. In particular, the European Social Fund (ESF) and the European Regional Development Fund (ERDF), which both support actions on social inclusion, education and labour market participation, might be used in the context of integration.

Monitoring implementation of integration efforts

In April 2010, the Zaragoza Declaration of the Council of the EU adopted a set of indicators to measure migrants' integration. These were further developed in 2011 by Eurostat ('Indicators of Immigrant Integration – A Pilot Study'), and in 2013 by a report prepared for the Commission ('Using EU Indicators of Immigrant Integration').[15] Eurostat regularly populates a number of the Zaragoza indicators, as well as additional indicators in employment, health, education, social inclusion and active citizenship. These indicators do not include aspects of equal treatment, such as experiences with discrimination. In this regard, the data collected by FRA – notably through its discrimination surveys targeting migrant populations (EU-MIDIS in 2007/8 and EU-MIDIS II in 2015/16) – could help populate integration indicators related to social inclusion, such as equal treatment, as well as those relating to active citizenship.

15 Eurostat (2011b); European Services Network (ESN)/ Migration Policy Group (MPG) (2013).

The European Commission uses social indicators that are relevant to migrant integration for monitoring the Europe 2020 Strategy's target on poverty and social exclusion, and for preparing the European Semester, the EU's annual cycle of economic policy guidance and monitoring. The successful integration of immigrants can contribute to the achievement of three out of the five headline targets of Europe 2020 Strategy, namely: employment growth, social inclusion and poverty reduction. In this respect, the European Commission draws attention in its most recent assessment report for the European Semester to the importance of successful integration of migrants and refugees. Acknowledging that a high inflow of migrants and refugees over the past year poses a major challenge for many Member States and for the EU as a whole, the report also considers it as an opportunity, especially for Member States undergoing demographic changes. The report further highlights that "[s]uccessful integration requires, among other things, an early assessment of skills, a quick recognition of qualifications and appropriate language training in order to provide early and effective access to the labour market, healthcare and housing. Given the high proportion of children and young people (about 26 %), education systems in particular need to adapt quickly and offer tailored programmes for basic and linguistic skills. Moreover, the successful integration of women deserves particular attention."[16] While the report refers mainly to recent arrivals, these comments are equally relevant for established migrants and refugees.

Finally, the December 2016 EU Justice and Home Affairs Council in its conclusions on the integration of third-country nationals legally residing in the EU invited Member States, among others, to "improve monitoring and assessment of integration outcomes and integration policies by promoting better use and further development of the current tools and indicators, including the EU Indicators of Immigrant Integration (the so-called Zaragoza indicators)".[17]

This report identifies gaps and challenges in this process, especially regarding the adoption and use of Zaragoza indicators by the EU Member States. It also shows the need for monitoring and assessing how integration policies promote societal participation and active citizenship of migrants and their descendants, in order to move towards a more welcoming, inclusive and therefore cohesive society.

16 European Commission (2016b).
17 Council of the European Union (2016).

1 Migrant integration action plans and strategies

"[The EU Member States] Reaffirm their commitment to the Common Basic Principles on integration which still remain valid, and their intention to implement them by further developing their integration policies and practices; Recognise that diversity is an enriching and permanent feature of European societies of which migrants are an essential part. All residents in the EU Member States should respect diversity as well as basic values underpinning European societies, such as human rights, democracy and rule of law."

Council of the European Union (2014)

Key findings

This section examines national action plans and strategies and some of their specific features – such as addressing the host society[18] and the second generation; aspects of discrimination legislation and policies; and the monitoring and evaluation of integration policies in EU Member States through migrant integration indicators.

The research shows that most EU Member States have a national action plan or strategy on migrant integration in place, as recommended by the European Commission's Agenda on Migration. Actions relating to the first Common Basic Principle – on the involvement of the host society in the spirit of mutual accommodation – are often limited to training of public officials to provide services to people of migrant background, as well as anti-discrimination campaigns to raise public awareness. However, a look at examples of the implementation of national policies revealed a number of promising initiatives that promote interaction between the local host society and immigrants at municipal level.

Overall, the research found that, in several Member States, national policies make little reference to measures promoting active citizenship to foster the principle of living together in diversity. Many also lack specific reference to issues faced by descendants of migrants. Some of these descendants have been naturalised or have acquired EU citizenship and can benefit from broader social inclusion measures. However, referring explicitly to this group in national policies on migrant integration would allow them to be more specifically targeted in mainstreamed social inclusion measures that address issues of discrimination and active citizenship. The EU introduced the notion of targeting a specific social group explicitly, but not exclusively, in mainstreamed actions in the context of the Common Basic Principles on Roma Inclusion, in April 2009.

Promoting integration and diversity in European cities

The 'Intercultural Cities' Programme (ICC) and network, run and coordinated by the Council of Europe, has developed a number of tools and initiatives – such as the Intercultural Cities Index – that support European cities in making the most out of diversity.'Eurocities', a network of major European cities, uses peer cooperation to develop reports, guides and toolkits on cities' responses to the challenges of integration. European Cities Against Racism (ECCAR) develops recommendations and tools and promotes good practices to combat racism in cities.

For more information, see the Council of Europe's webpage on the ICC programme; the website of the Eurocities network; and the website of the ECCAR project.

Tackling discrimination against migrants and their descendants

The first wave of FRA's European Union Minorities and Discrimination Survey (EU-MIDIS), published in

18 The term 'host society' refers to all residents of the host country; the Common Basic Principles for immigrant integration policy in the EU use this term in its principles Nos. 2, 3, 4, 6, 7, 8 and 10.

2009, revealed that more than one third of migrants in the EU felt discriminated against because of their minority background in the year prior the survey. The second wave of the survey, expected to be published in late 2017, will provide evidence on trends, which can be used to assess the actual impact of national integration policies, as well as the effectiveness of the implementation of anti-discrimination legislation that incorporates into national law the 2000 Racial Equality Directive (2000/43/EC). Notably, 12 Member States have already adopted more comprehensive anti-discrimination legal measures in all areas of life, also covering nationality. Discrimination on grounds of nationality is not prohibited in the remaining Member States. This means that third-country nationals are protected against discrimination on grounds of their ethnic or racial origin, but not on the basis of their nationality or their migrant and foreigner status.

FRA has repeatedly voiced its concern about the effective implementation of anti-discrimination legislation in the EU, given the very small number of complaints submitted by third-country nationals to equality bodies – which could be due to underreporting or because the complainants' citizenship is not always recorded.

Monitoring and assessing the impact of national integration policies

The research shows that the implementation and impact of integration policies at national level are not followed up on and monitored systematically, in particular in terms of their impact on fundamental rights. Where the implementation of national policies is monitored, this is not always based on the commonly agreed Zaragoza indicators, especially in respect of welcoming society and active citizenship. Similarly, it proved difficult to identify any publicly available formal evaluation of the impact of relevant EU (EIF/AMIF/European Refugee Fund) and national funding earmarked for integration actions.

1.1. Active implementation of national action plans and strategies on migrant integration

Regulation (EU) No. 514/2014 laying down general provisions for the Asylum, Migration, Integration Fund (AMIF) requires Member States to adopt national programmes to be examined and approved under the regulation procedures, "setting up and developing integration strategies, encompassing different aspects of the two-way dynamic process".[19] By the end of 2015, 19 Member States had integration policies in place, supported by AMIF funds.[20] In 2015, three more Member States were in the process of developing or implementing a new national action plan or strategy (Hungary, Ireland and Poland). Eleven of the 19 Member States with national action plans also had local- or regional-level integration strategies in place (Austria, the Czech Republic, Denmark, Finland, Germany, Italy, Latvia, the Netherlands, Portugal, Slovakia and Spain), while Belgium, France, Ireland and the United Kingdom had integration strategies at a regional level. Cyprus, Hungary, Malta, Poland and Sweden had no specific integration action plan for third-country nationals in 2015. Sweden has adopted integration policy goals aimed at the entire population, specifying targeted interventions for third-country nationals with permanent residence status (*nyanlända*).[21]

Common Basic Principle No. 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.

The integration of immigrants is deeply influenced by a broad array of policies that cut across institutional competencies and levels of government. In this context particularly consideration needs to be given to the impact of immigration on public services like education, social services and others, especially at the level of regional and local administrations, in order to avoid a decrease in the quality standards of these services. Accordingly, not only within Member States but also at the European level, steps are needed to ensure that the focus on integration is a mainstream consideration in policy formulation and implementation, while at the same time specifically targeted policies for integrating migrants are being developed.

Although governments and public institutions at all levels are important actors, they are not the only ones. Integration occurs in all spheres of public and private life. Numerous non-governmental actors influence the integration process of immigrants and can have an additional value. Examples in this respect are, trade unions, businesses, employer organisations, political parties, the media, sports clubs and cultural, social and religious organisations. Cooperation, coordination and communication between all of these actors are important for effective integration policy. The involvement of both immigrant and the other people in the host society is also necessary.

19 Regulation (EU) No 516/2014, OJ 2014 L 150, p. 168, Art. 19.

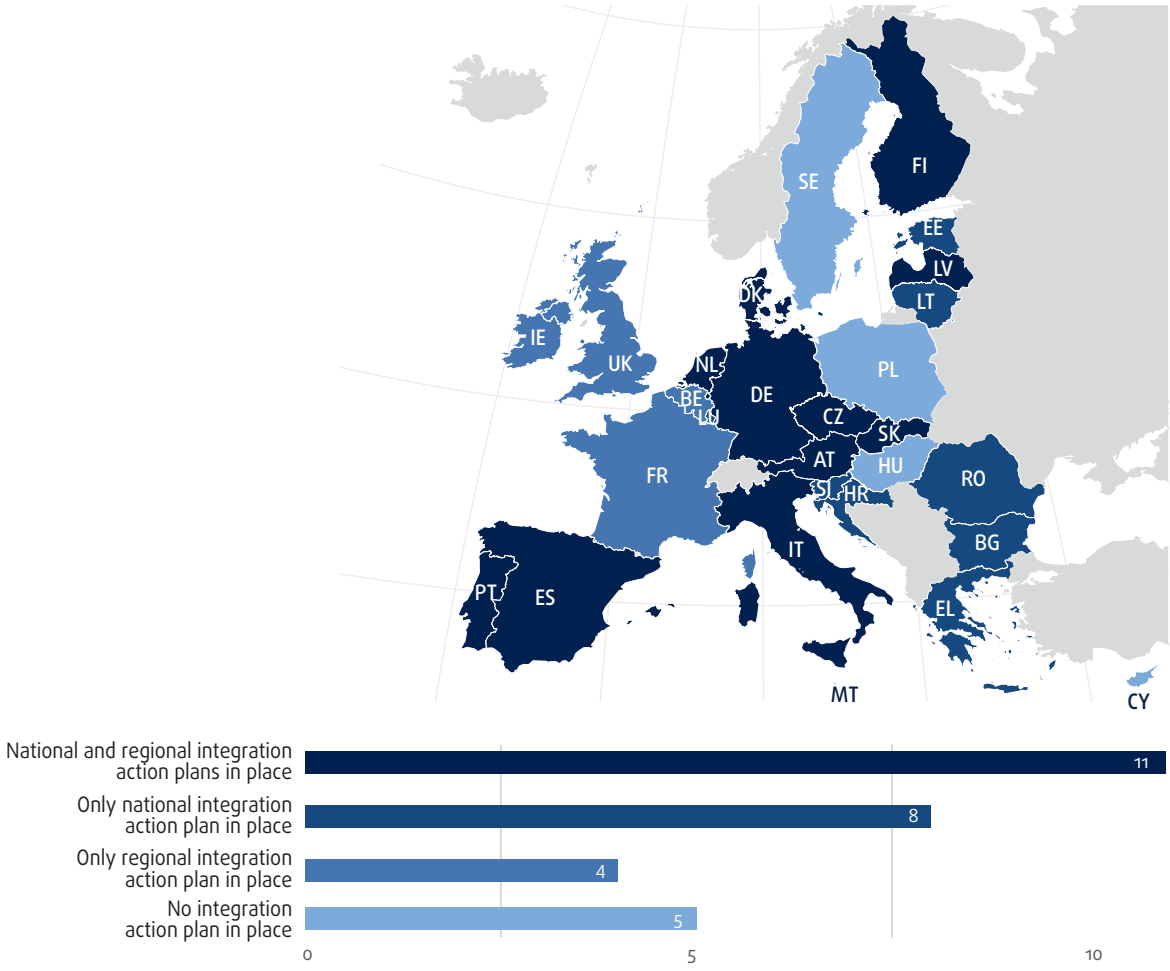
20 European Commission (2015a).

21 Sweden, Ministry of Employment (*Arbetsmarknadsdepartementet*) (2008).

The lack of a specific national policy framework on migrant integration does not necessarily mean that migrant integration actions are not pursued. Some Member States have adopted and implement relevant measures at local or regional level, or integrate or mainstream aspects of such policies in broader policy tools and instruments, not always solely concerning immigrants. For example, the United Kingdom does not have a specific national migrant integration strategy. Relevant policies are included under 'race relations' and 'community cohesion', while integration of newcomers, immigrants and their descendants is developed and implemented mainly at local level. This brings along problems of data availability and comparability within the EU context, as noted in a 2011 report by the Migration Observatory.[22] The report highlights limitations in identifying gaps in policy and, especially, the lack of systematic data on migrants and immigration. In this context, the report also refers to the confusion created by the interchanging use of such terms as 'integration', 'community cohesion' and 'social cohesion'.[23]

Figure 1 provides an overview of Member States with an integration action strategy or plan in place. In countries such as Hungary and Ireland, the 2015 research indicated that they were in the process of developing a new national integration action plan or strategy, while previously adopted action plans and strategies may have expired. Therefore, this map indicates whether the relevant action plans and strategies were in place and in force in each Member State.

Figure 1: National and regional integration action plan or strategy in place, by EU Member State



Source: *FRA, 2015 (©EuroGeographics for administrative boundaries)*

22 Migration Observatory (2011).

23 Gidley, R. (2012).

1.2. Involving host society and immigrants in integration policy

Common Basic Principle No. 1

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

Integration is a dynamic, long-term, and continuous two-way process of mutual accommodation, not a static outcome. It demands the participation not only of immigrants and their descendants but of every resident. The integration process involves adaptation by immigrants, both men and women, who all have rights and responsibilities in relation to their new country of residence. It also involves the receiving society, which should create the opportunities for the immigrants' full economic, social, cultural, and political participation. Accordingly, Member States are encouraged to consider and involve both immigrants and national citizens in integration policy, and to communicate clearly their mutual rights and responsibilities.

Migrant integration policies and measures should be designed and implemented following the Common Basic Principles for Immigrant Integration Policy in the EU, adopted in 2004 by the Council of the European Union. The first principle defines integration as a "dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States", and the Council stresses that "[i]t is vital for Member States to maintain and further develop societies in which newcomers feel welcome, which are defined by a spirit of mutual understanding and accommodation, and where there are clear expectations of all residents – new and old."

By the end of 2015, the national or regional integration policies or action plans of most EU Member States (24) included specific reference to the host society and the need to address integration as a two-way process. In the majority of EU Member States (18), there is reference to concrete or planned measures at national level involving the host society, while 16 of them provided training to civil servants to improve intercultural competences. Thirteen EU Member States implemented such measures, while five Member States only planned those measures (see Table 4 and Figure 2). Irrespective of having a national action plan in place, 14 EU Member States did implement measures specifically targeting the general population, such as awareness campaigns.

It should be noted that, in a number of Member States, integration policies target not only migrants, but also other groups, while in some Member States – for example, Sweden and the United Kingdom – integration policies and measures do not specifically target immigrant groups. These Member States have general policies in place that target the general population, rather than addressing immigrant integration specifically.

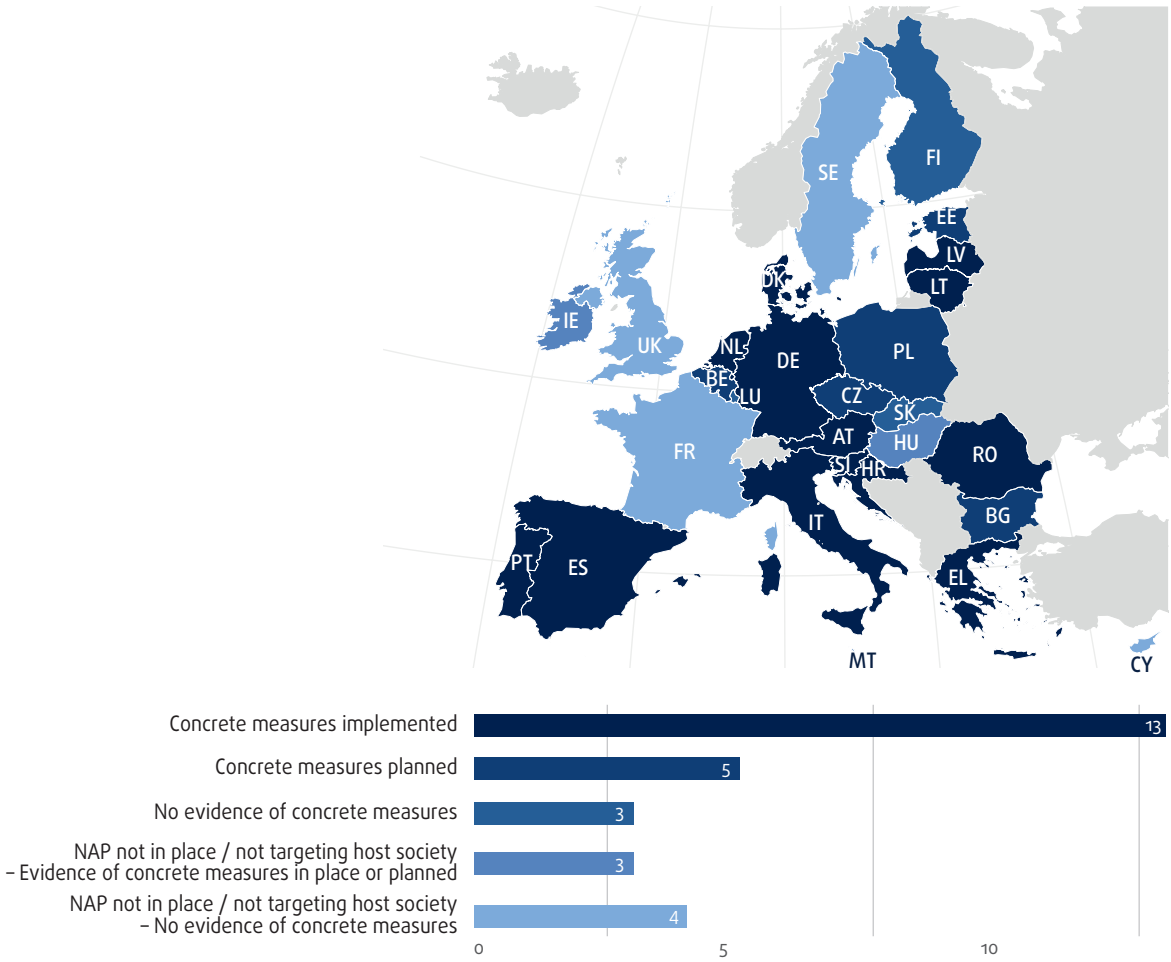
Table 4: Integration policies set out in National Action Plan (NAP) or strategy targeting host society

NAP	EU Member State
Concrete measures implemented	AT, DE, DK, EL, ES, HR, IT, LT, LV, NL, PT, RO, SI
Concrete measures planned	BE, BG, CZ, EE, PL
No evidence of concrete measures	FI, LU, SK
NAP not in place / not targeting host society – Evidence of concrete measures in place or planned	HU, IE*, MT
NAP not in place / not targeting host society – No evidence of concrete measures	CY, FR, SE, UK

Note: ** Ireland planned to publish its new NAP targeting the host society by autumn 2016, but it was not in place until December.*

Source: *FRA, 2015*

Figure 2: Integration policies set out in National Action Plan (NAP) or strategy targeting host society, by EU Member State



Source: FRA, 2015 (© EuroGeographics for administrative boundaries)

Promising practices

Promoting social cohesion and migrant participation

Days of Dialogue

Every year cities and municipalities in the **Netherlands** organise a 'Day of Dialogue' (*Dag van de Dialoog*) during a specific 'Week of Dialogue' (*Week van de Dialoog*). Each day during that week, small groups of people from different backgrounds in terms of age, cultural background, education level, occupation, gender and sexual orientation discuss their personal experiences, dreams and ideas. The discussions focus on specific themes, such as life-long learning, identity, feeling at home and urban cohabitation. This initiative started fifteen years ago and is supported by several cities and municipalities.

For more details, see the project's website.

Intercultural Week

This annual nationwide public event celebrates diversity and encourages intercultural dialogue in more than 500 cities in **Germany**, with events on issues such as solidarity, fundamental rights and diversity.

For more information, see the initiative's website.

Islamic communities as local actors

This project seeks to better integrate Islamic communities into German society. Through a combination of various types of support, the project intends to improve and facilitate collaboration between communities and voluntary organisations in **Germany**. With this goal in mind, the project works to strengthen networks of these actors.

The project offers a wide array of language courses and seminars about local topics. The participants have the right to participate in the selection of topics for these seminars, thereby strengthening long-lasting ties with other participants. Participants from Islamic communities thus function as 'multipliers' by spreading the knowledge they gain and implementing the project in their communities.

For more details, see the press release on the Robert Bosch Stiftung's website.

Young, Muslim, Active (YUMA)

The YUMA project aims to strengthen the commitment of young Muslims and to improve the way they are perceived by the German public. Working closely with mosques and Islamic organisations, the project trained some 100 young people as multipliers and 'bridge builders' within their communities between April 2014 and April 2016.

The project aims to strengthen both young Muslims and partnerships with mosque congregations, to help develop a more nuanced view of Islam. Alongside the content and methods imparted to the trainees in seminars, workshops and larger-scale conferences, the transfer of the YUMA concept to other states in **Germany** is a key component, starting by transferring YUMA to North Rhine-Westphalia, Hamburg and Baden-Württemberg.

For more information, see the project's website.

Helsinki Multicultural Education Services (HELMO)

HELMO is a multicultural education project in **Finland**, aiming to increase dialogue and cultural understanding via a range of activities in the Helsinki metropolitan area. Within the HELMO project, multicultural workshops are organised for different target groups. The target groups include Finnish social workers, Finnish day care workers and third-country nationals who are about to enter working life in Finland. The trainers are immigrants living in Finland who are professionals in various fields and possess experience in giving workshops. In addition to the workshops, the HELMO project implements public exhibitions and seminars on topics such as multiculturalism, integration and racism to foster intercultural dialogue.

For more details, see the webpage on the project.

1.3. Tackling discrimination, intolerance and xenophobia

Promoting equal treatment and combating racism and discrimination is an important element of immigrant integration policies and efforts, as required by Article 10 of the Treaty on the Functioning of the European Union (TFEU): "In defining and implementing its policies and activities, the Union shall aim to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation." Discrimination on grounds such as sex, race, colour, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, membership of a national minority, property, birth, disability, age or sexual orientation is prohibited by Article 21 of the EU Charter of Fundamental Rights. Furthermore, secondary EU law provides comprehensive legal protection against discrimination, in particular on grounds of racial or ethnic origin, as well as on grounds of religion or belief, with regard to employment, education and training. In addition, the Council Framework Decision

Common Basic Principle No. 2

Integration implies respect for the basic values of the European Union.

Everybody resident in the EU must adapt and adhere closely to the basic values of the European Union as well as to Member State laws. The provisions and values enshrined in European Treaties serve as both baseline and compass, as they are common to the Member States. They include respect for the principles of liberty, democracy, respect for human rights and fundamental freedoms, and the rule of law. Furthermore they include respect for the provisions of the Charter of fundamental rights of the Union, which enshrine the concepts of dignity, freedom, equality and non-discrimination, solidarity, citizen's rights, and justice.

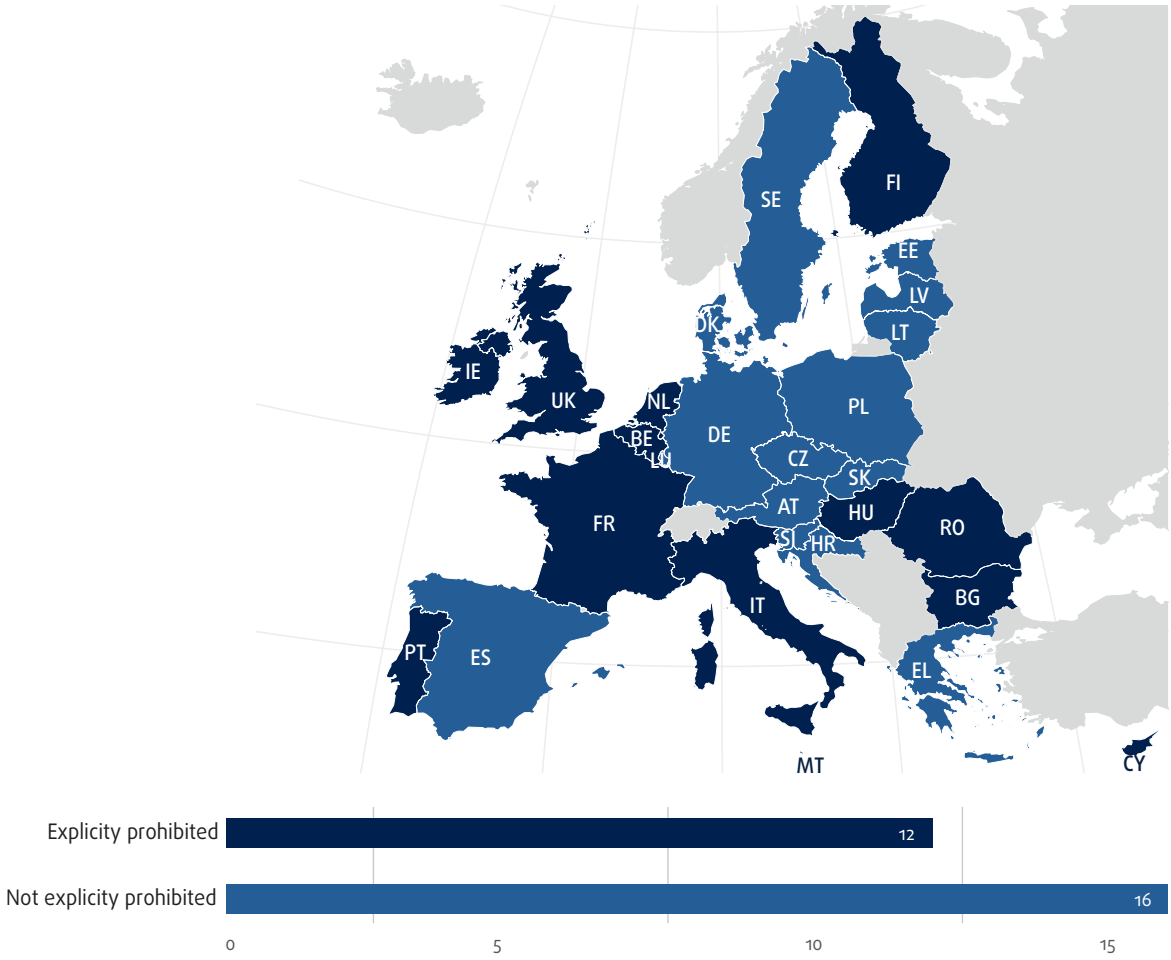
Member States are responsible for actively assuring that all residents, including immigrants, understand, respect, benefit from, and are protected on an equal basis by the full scope of values, rights, responsibilities, and privileges established by the EU and Member State laws. Views and opinions that are not compatible with such basic values might hinder the successful integration of immigrants into their new host society and might adversely influence the society as a whole. Consequently successful integration policies and practices preventing isolation of certain groups are a way to enhance the fulfilment of respect for common European and national values.

of 2008 on combating certain forms and expressions of racism and xenophobia by means of criminal law ensures that certain serious manifestations of racism and xenophobia are punishable by effective, proportionate and dissuasive criminal penalties.

However, the Commission's 2014 Joint Report on the application of the Racial Equality Directive and the Employment Equality Directive identified challenges to their implementation and application.[24] The report refers to FRA's large-scale survey (EU-MIDIS), which found that many immigrant respondents felt discriminated against on grounds of ethnic origin or religion, while most had not reported any serious incident to the authorities. The survey further noted that "the number of cases reported is generally low and estimated to represent only a small percentage of actual discrimination cases throughout the EU. In some Member States, the numbers may even be too low, as cases of clear discrimination are not reported and brought to court."

The Joint Report also makes specific reference to discrimination based on nationality. It notes that, while the anti-discrimination directives apply to third-country nationals, they do not cover unequal treatment based on nationality, and are without prejudice to provisions on entry and residence, although "there is sometimes an overlap between racial or ethnic origin and other grounds, in particular nationality, religion and language". In human rights law, the distinction between ethnic origin and nationality has remained uncertain since 1965, when Article 1 of the UN Convention on Racial Discrimination stated that "[n]othing in this Convention may be interpreted as affecting in any way the legal provisions of States Parties concerning nationality, citizenship or naturalisation, provided that such provisions do not discriminate against any particular nationality." Article 3 (2) of the Racial Equality Directive similarly states that "[t]his Directive does not cover difference of treatment based on nationality and is without prejudice to provisions and conditions

Figure 3: Discrimination against non-EU citizens based on nationality explicitly prohibited, by EU Member State



Source: *FRA, 2015 (©EuroGeographics for administrative boundaries)*

24 European Commission (2014).

relating to the entry into and residence of third-country nationals and stateless persons on the territory of Member States, and to any treatment which arises from the legal status of the third-country nationals and stateless persons concerned." Academic legal research, however, indicates that "prohibition of discrimination on the ground of nationality is gaining importance as a norm of international and European (human rights) law" and argues that "it is time to (re)interpret Article 18 TFEU so as to apply also to TCNs [third-country nationals] [...] to allow TCNs to rely on this provision where they are treated differently on account of their nationality in any area falling within the scope of the EU treaties."[25]

Promising practices

Encouraging reporting of discrimination and hate crime

Stemplet app

In **Denmark**, the Municipality of Copenhagen has developed an app with information on how to file complaints with the police and equality bodies if someone experiences discrimination or suffers a hate crime. The app also allows anonymous registration for purposes of statistical analysis. The Municipality of Copenhagen is currently working with the Danish Institute for Human Rights to broaden the reach of the app beyond the city, possibly going so far as to cover all of Denmark.

For more information, see Copenhagen's webpage on discrimination.

Text message-based discrimination reporting system

In **Belgium**, the city council of Ghent has approved a modification to the police regulation, which obliges operators in the hotel and catering industry to show on their façade a sticker with the number 8989. Victims or witnesses of discriminatory incidents on any ground can send a text message with the word 'report' to that number. The Local Discrimination Reporting Centre will contact them and investigate the complaint, in cooperation with the national equality body, the Interfederal Centre for Equal Opportunities.

For more information, see Belgium, Interfederal Centre for Equal Opportunities (2014), pp. 61–62.

The present research examined whether nationality is included in national anti-discrimination legislation as a prohibited ground, as well as the availability of complaints data by third-country nationals and their disaggregation by citizenship, gender and age, and efforts to raise awareness of the right to equal treatment. The results show that nationality-based discrimination against third-country nationals is explicitly prohibited in Belgium, Bulgaria, Cyprus, Finland, France, Hungary, Ireland, Italy, the Netherlands, Portugal, Romania and the United Kingdom (Figure 3).

1.4. Gender dimension in integration policies

The European Parliament highlighted the importance of the gender dimension in the context of migration and asylum in February 2016, in its report on women refugees and asylum seekers in the EU.[26] The report emphasises the specific integration challenges and multiple and intersectional discrimination faced by women refugees, which put them at a higher risk of social exclusion, violence and poverty. It calls on Member States to make greater use of cohesion funds alongside AMIF to promote integration into the labour market.

FRA's research found little evidence of specific references to gender in national action plans or strategies on migrant integration, although a number of positive initiatives and good practices were identified – for example, in Ireland, Luxembourg, the Netherlands, Spain, Sweden and the United Kingdom, focusing on immigrant and/or refugee women. In light of the ongoing debates on gender equality that affect, in particular, Muslim migrant communities, it would be important to promote a human rights-based approach to gender issues in national migrant integration action plans and strategies, taking into account important human rights aspects such as freedom of expression and religious freedom, to avoid reinforcing phenomena of social exclusion and marginalisation.

25 Brouwer, E. and de Vries, K. (2015).

26 European Parliament (2016).

Promising practices

Encouraging participation by immigrant and/or refugee women

African and Migrant Women's Network

The African and Migrant Women's Network (AkiDwA) is a national network of more than 3,000 African women in **Ireland**. It aims to address the existing and changing needs of African women in Ireland, irrespective of their ethnic/national backgrounds, traditions/religious beliefs, and socio-economic, political or legal status. AkiDwA supports migrant women's greater participation in Irish society and plays a key role in addressing areas of concern for migrant women, including gender-based violence, unemployment and gender discrimination. In addition, AkiDwA engages in collaborative work with key non-governmental organisations (NGOs) and government stakeholders.

For more information, see the network's website.

Muslim Women's Sports Association

The Muslim Women's Sports Association aims to promote sports, exercise, health and solidarity in **Sweden**. It operates in an Islamic spirit; members practise Islamic rules and appropriate behaviour regarding clothing, manners and mutual respect. The association arranges swimming lessons and opportunities for swimming at local public swimming pools, in accordance with members' preferences for using the space.

For more information, see the association's website.

Women's World

Funded by the Craigavon Intercultural Programme (CIP), Women's World is a **United Kingdom**-based multicultural support group that provides a comprehensive programme for women and their families from a diverse range of ethnic backgrounds in a welcoming and supportive environment. Newcomers to the area are offered mutual support and the opportunity to engage with other cultures, share expertise and experiences and learn more about the local area and region. The project aims to provide an atmosphere where women are able to learn informally and formally at their own pace, builds on their knowledge and experiences and offers them greater confidence in enhancing their skills. The main activities carried out by the project include personal development courses, training, information sessions, aerobics, craftwork, cookery, English lessons and other integration-related exercises.

For more information, see CIP's webpage on the group.

Active Citizenship and English

The Active Citizenship and English (ACE) project provides free, accredited programmes in English as a second or other language (ESOL) for women settling in the **United Kingdom** who are not EU nationals. Activities such as contextualised language learning and thematic events provide opportunities for women to engage with key local agencies and services. Non-EU migrant women are able to improve their knowledge of British culture and language through organised trips and visits to the Houses of Parliament, local libraries and markets, museums, parks, etc. The ACE project also produces *Literacy for Active Citizenship* easy readers for adults who are beginner readers in English, with free downloadable supporting activities. In 2016, the ACE project won a prestigious ELTons award in the 'Innovation in Learner Resources' category.

For more information, see the webpage on ACE.

1.5. Supporting societal participation of migrant youth and the second generation

"Taking into account that [...] racial, ethnic, cultural and religious diversity is a central feature of the European Union [the Council and the representatives of the governments of the Member States] invite the Member States to [...] promote youth work and youth policy, which can enhance active participation, social inclusion, solidarity and intercultural dialogue of young people, leading to the acceptance of the growing diversity among all young people; develop innovative methods to carry out youth work in areas where young people meet."

Council of the European Union (2012)

Key findings

FRA's research revealed extensive academic research[27] on the life experiences and socio-economic and cultural characteristics of so-called 'second generation' migrants (see Introduction). At the same time, this group is explicitly targeted in the national migrant integration action plans and strategies of 12 Member States, although relevant policies and measures for this group may be included under horizontal youth or sectoral policies – for example, on youth employment and education.

27 Notable surveys include TIES (The Integration of the European Second Generation), INED-INSEE *Trajectoires et Origines* and the KBF-MPG Immigrant Citizens Survey.

OECD analysis scrutinises situation of young people with migrant backgrounds

The 2015 OECD report on migrant integration indicators finds that, in the EU, the youth unemployment rate among native-born offspring of immigrants is almost 50 % higher than among young with native-born parents. Since 2007–2008, in most countries, youth employment rates among people of migrant backgrounds have deteriorated more than among the offspring of the native born, especially among men. On average in the EU, in 2012–2013, young people with two immigrant parents were slightly more likely to not be in employment, education or training (NEET) than those with no migrant background.

For more information, see OECD (2012), pp. 13, 232.

Recognising integration challenges of migrant youth and the 'second generation'

Many Member States may develop measures and actions under general youth strategies, indirectly also targeting the descendants of migrants. Acknowledging that young people's human and social capital "is one of Europe's greatest assets for the future",[28] the European Union has since 2009 developed a European Youth Strategy to provide more and equal opportunities for young people in education and the job market, and to encourage young people to participate actively in society.[29] Eurofound has highlighted that young people of migrant backgrounds are more exposed to social and economic exclusion, risking decreasing engagement and social participation, especially when unemployed.[30]

In 2015, the Joint Report of the Council and the Commission on the implementation of the renewed framework for European cooperation in the youth field (2010–2018) noted that "migrants tend to be more at risk of poverty and social exclusion than the native-born population", adding that "the situation looks similar when looking at second generation immigrants – the children of foreign-born parents [...] almost twice as likely to be at risk of poverty as the children of native-born parents in the EU-28 (31.1 % vs. 17.8 %)."[31] Given this, the report notes that particular emphasis should be placed on "young people with a migrant background, including newly arrived immigrants and young refugees."

In December 2009, FRA published the results of its extensive EU-MIDIS survey, on migrants' and minorities' experiences with discrimination and criminal victimisation. It noted that experiencing discrimination at a young age can undermine young immigrant and ethnic minorities' sense of self-esteem, negatively affect their opportunities in the labour market and reinforce negative stereotypes. Accordingly, FRA urged governments, teachers' unions and educational establishments to prioritise the problem of discrimination in education. Furthermore, in October 2010, FRA's survey of youth in three Member States (France, Spain and the United Kingdom) showed that most young people – regardless of religious background – do not support violence. On the other hand, the survey also showed that young people who have been victims of discrimination or violence are at greater risk of themselves engaging in violence. The report concluded that social marginalisation and discrimination have severe consequences for any society and both need to be addressed as a priority, as they are directly linked to violent behaviour by young people.

The second wave of the EU-MIDIS Survey – EU-MIDIS II – was conducted in 2015. Results are expected to be published in late 2017, and will shed more light on discrimination, victimisation and societal participation and integration of migrants and their descendants in the EU.

National integration policies targeting migrant youth and the 'second generation'

Twelve Member States specifically target migrant youth and descendants of migrants in their national migrant integration policies. Other Member States target migrant youth and descendants of migrants in integration plans and policy measures at local and regional levels. Migrant youth and descendants of migrants may also be included and indirectly addressed by more general youth policies (see Table 5 and Figure 4).

28 European Commission (2015b).
29 See the Commission's webpage on youth strategy.
30 Eurofound (2015a).
31 European Commission (2015c).

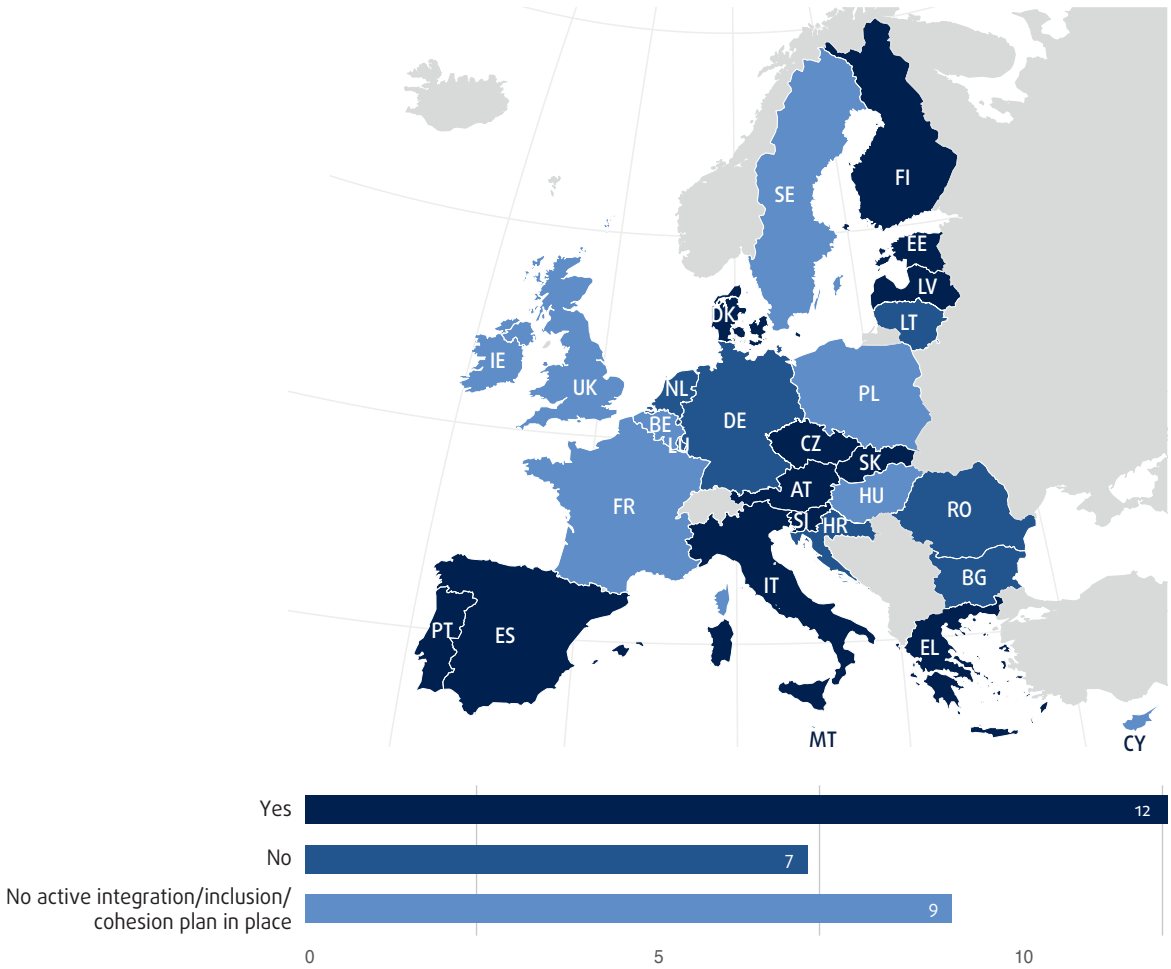
Table 5: National action plan (NAP) or strategy specifically targeting migrant youth and the second generation, by EU Member State

National Action Plan (NAP) or strategy	EU Member State
Specifically targeting second generation	AT, CZ, DK, EE, EL, ES, FI, IT, LV, PT, SK, SI
Not specifically targeting second generation	BG, DE, HR, LT, LU, NL, RO
No active integration/inclusion/cohesion plan in place	BE, CY, FR, HU, IE, MT, PL, SE, UK

Note: *This table examines and groups Member States' national-level integration policies. In Belgium and the United Kingdom, young people are targeted only through regional policies and action plans.*

Source: *FRA, 2015*

Figure 4: National action plan (NAP) or strategy specifically targeting migrant youth and the second generation



Source: *FRA, 2015 (©EuroGeographics for administrative boundaries)*

Promising practices

Promoting societal and political participation of young people with migrant backgrounds

'Vienna needs you'

In **Austria**, the Viennese police launched the recruiting initiative 'Vienna needs you' (*Wien braucht Dich*) in 2007, to motivate persons with migrant backgrounds to apply to serve as police officers. A concrete goal of this measure was to have at least one police officer with migrant background in each police station in 2012. The project targets juveniles and young adults with migrant backgrounds in the second generation.

For more information, see the OSCE's webpage on the effort.

Danish Youth Council

The Danish Youth Council (*Dansk Ungdoms Fællesråd*, DUF) has designated advisors to support and encourage young people from ethnic minorities (also called 'new Danes', *Nydanskere*) in **Denmark** to participate in youth organisations, and provide support and education to sustain existing organisations for those with migrant backgrounds.

For more information, see DUF's webpage.

G2RED

Generation 2.0 for Rights, Equality and Diversity (G2RED) is an NGO that works on migrant integration issues; the majority of its members are of migrant origin. The organisation ran a campaign entitled 'Equal citizens: Campaign for the right to citizenship' through TV spots and an online petition for access to citizenship for those born or raised in **Greece**.

For more information, see G2RED's website.

G2 Network

The 'G2 Network – Second Generations' (*Rete G2 – Seconde Generazioni*), a national non-partisan organisation founded by children of immigrants and refugees born and/or raised in **Italy**, is active online and through audio-visual media (e.g. Radio Popolare). G2 has been very active both on citizenship issues and on educational reforms, in cooperation with immigrant-support organisations and authorities. For example, the Second Generations' Manifesto was promoted during 2014, following a public call launched by the Ministry of Labour and Social Policy on the migrant integration portal, and involved more than 30 associations of young second-generation migrants active throughout Italy.

For more information, see the G2 Network's website.

1.6. Monitoring and evaluating integration policies

Monitoring and evaluation of policies and their outcomes is a core aspect of policy implementation. EU migrant-integration policies were presented comparatively for the first time in 2004 in the European Civic Citizenship and Inclusion Index.[32] This initiative developed into a major policy assessment exercise as the Migrant Integration Policy Index (MIPEX), first published in 2007 and covering the EU as well a number of non-EU countries. Today MIPEX applies 167 policy indicators in eight policy areas relating to migrant integration: labour market mobility, family reunion, education, political participation, long-term residence, access to nationality, anti-discrimination and health. A number of policy areas cut across the MIPEX strands, including integration programmes and healthcare and housing. Furthermore, it assesses current legal and policy measures through consultations with experts and institutions. Many of the indicators listed refer to European and international human rights standards, in respect of civil, political, economic, social and cultural rights.

Efforts to monitor the outcomes of migrant integration efforts from a human-rights perspective date back to at least 1996, when the Council of Europe published a report on 'Measurement and indicators of integration', which refers to migrant integration as "a common framework of legal rights; active participation in society, on the basis of minimum standards of income, education and accommodation; freedom of choice of religious and political beliefs, cultural and sexual affiliation, within the framework of basic democratic rights and liberties".[33]

The need for a set of robust indicators is articulated in CBP No. 11: "clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate

32 British Council Brussels, Foreign Policy Centre and Migration Policy Group (2004).

33 Council of Europe, Directorate of Social and Economic Affairs (1996).

progress on integration and to make the exchange of information more effective". The Zaragoza Declaration, which was adopted by EU ministers responsible for immigrant integration, was approved at the Justice and Home Affairs Council of 3–4 June 2010.

Zaragoza Declaration on need for data

Integration policies aim to ensure equal rights, obligations and opportunities for all. These policies target the dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States. Data on the whole population and on the proportion of the population that are immigrants is therefore needed for a contextual analysis. Data should be gender and age specific where possible. Data on the socio-economic situation should be used where possible. The whole population is used as a point of reference for all indicators. The share of immigrants in the whole population is used for analysis purposes.

(...)

Not only access to the labour market is important but also entry into society more generally, which makes social inclusion an important area. The participation of immigrants in the democratic process as active citizens supports their integration and enhances their sense of belonging. These areas are thus the main policy areas of relevance for monitoring the outcome of integration policies:

– employment;

– education;

– social inclusion; and

– active citizenship.

See Council of the European Union (2010), Annex.

The Zaragoza Declaration called on the European Commission to undertake a pilot study to examine proposals for common integration indicators and to report on the availability and quality of the data from harmonised sources that would be necessary to populate such indicators. Eurostat published the first report of this pilot study in 2011. It attempted to assess the extent to which existing harmonised data sources can provide adequate data on migrant populations and to identify where the indicators cannot reliably be produced because of limitations in the data sources – predominantly due to sampling and other methodological issues related to the surveys. In 2013, the European Commission published a comprehensive study on immigrant integration indicators, exploring the data required and the areas, strands and fields that would provide them to measure outcomes and assess the results of integration policies.[34]

Eurostat regularly publishes available data populating the Zaragoza indicators.[35]

In 2015, the European Commission (Directorate-General Migration and Home Affairs) and the OECD (International Migration Division) published a report that built on a 2012 OECD report with socio-economic indicators for immigrant integration.[36] The 2015 report compared outcomes for migrants and their children across EU and OECD countries. It populated with data a broad range of key indicators in areas such as employment, education and skills, social inclusion, civic engagement and social cohesion, showing comparative disadvantages of migrants and their descendants in the EU compared with OECD countries. The report found that, while immigrants tend to have lower outcomes than the native born in most areas – although not always by much – outcomes tend to be less favourable in European countries, partly because immigrants in these countries have less favourable socio-demographic characteristics than the native born. The poverty rate of third-country national households is twice as high as among host-country national households. Nevertheless, gaps between immigrant and native-born populations tend to reduce over time, as immigrants become more familiar with the host country.

FRA's research found that, of the 19 EU Member States with an active national integration strategy or action plan, 15 conducted some type of periodic assessment or review by 2015 (Austria, Bulgaria, Croatia, the Czech Republic, Estonia, Finland, Germany, Latvia, Lithuania, Luxembourg, the Netherlands, Portugal, Romania, Slovakia and Slovenia). Eleven Member States (Austria, Belgium: Flanders, Denmark, Estonia, Finland, Germany, Italy, Latvia, the Netherlands, Portugal and Sweden) monitor progress in migrant integration outcomes regularly through official integration indicators, mostly recently adopted and referring to all or most of the Zaragoza indicators. Four (Bulgaria, the Czech Republic, Slovakia and Spain) have developed Zaragoza-based indicators, but have not yet implemented them in practice. Indicators of integration outcomes are not always concretely linked to fundamental rights. For example, indicators of equal treatment/discrimination are used in monitoring immigrants' integration only in Belgium, Denmark, Finland and Portugal.

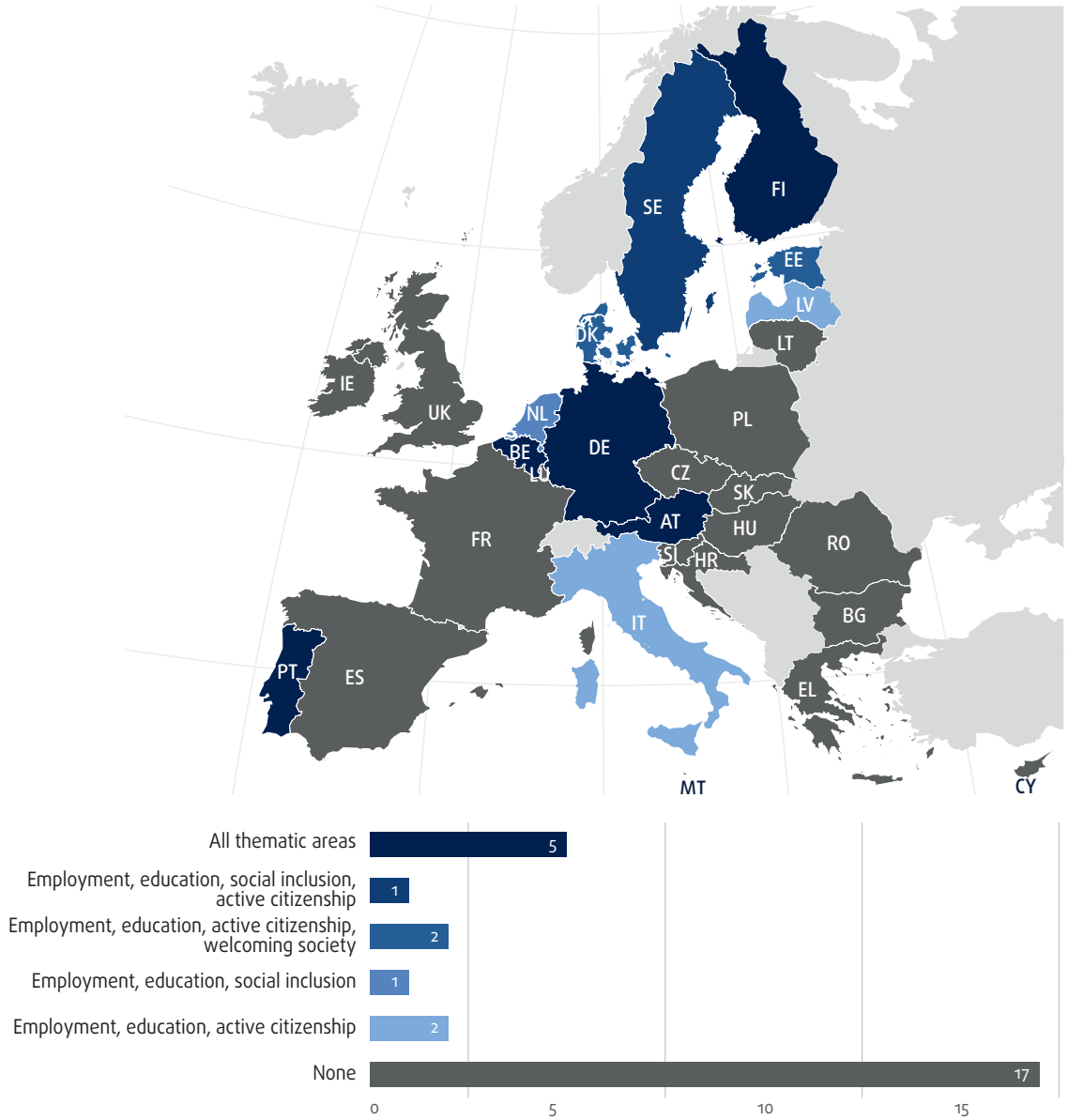
The research found that host society involvement is included in migrant integration indicator systems in six EU Member States (Austria, Belgium, Estonia, Finland, Germany and Portugal), which use indicators referring to various issues, including public opinion and attitudes, proportion of mixed marriages, and immigrants' sense of belonging or trust in institutions.

34 European Services Network (ESN)/Migration Policy Group (MPG) (2013).

35 See the webpage on Eurostat's data on the issue.

36 OECD/European Commission (2015); OECD (2012).

Figure 5: Application of Zaragoza indicators, by thematic areas and EU Member State



Source: *FRA, 2015 (© EuroGeographics for administrative boundaries)*

In France, the research did not find evidence of systematic monitoring, although in December 2010 the Ministry of Interior had developed integration indicators (*Tableau de bord de l'intégration*) on several areas, including housing, residence, health and sense of belonging, populating them partly with Eurostat data.[37] The proposed set of indicators used French citizens born of parents with French nationality as a reference population, whereas the EU Commission and Eurostat compare results with the general population. Some indicators were identical or closely related to the Zaragoza indicators – for example:

- employment rate (disaggregated by origin, sex and age);
- unemployment rate (disaggregated by origin, sex and age);
- educational achievement (disaggregated by level of educational achievement);
- median net income of the immigrant;
- percentage of individuals in a household at risk of poverty (at risk of poverty or social exclusion (AROPE) indicator);
- percentage of immigrants who have acquired citizenship.

37 France, Ministry of the Interior, Overseas, Local Authorities and Immigration (*Ministère de l'intérieur, de l'outre-mer, des collectivités territoriales et de l'immigration*) (2010).

Going beyond the Zaragoza indicators

The few countries with official national integration indicators tend to go beyond the small number of EU Zaragoza indicators; of the Member States that do so, most add indicators in the area of active citizenship and welcoming society and also collect data based on national survey data not yet harmonised internationally. Some Member States develop their own sets of indicators, going beyond the Zaragoza set – for example, Germany and Portugal.

Going beyond Zaragoza

Portugal has fully adopted, used and gone well beyond the Zaragoza indicators and the areas covered: employment, education, active citizenship, and welcoming society. It has added the following:

- entry, stay and exit of foreigners (7 indicators);
- demographic indicators (13 indicators);
- employment (30 indicators);
- third-country nationals and social security (18 indicators);
- education and qualifications (22 indicators);
- Portuguese language learning (6 indicators);
- active citizenship (8 indicators);
- housing (7 indicators);
- third-country nationals and the justice system (7 indicators);
- discrimination (7 indicators); and
- remittances (3 indicators).

For more information, see Oliveira, C. (coord.) (2014), Monitorizar a Integração de Imigrantes em Portugal – Relatório Estatístico Decenal, *Volume 1, Coleção Imigração em Números, Lisboa, Alto Comissariado para as Migrações.*

Germany has a multi-level approach. At federal level, a set of 64 indicators was presented in the Second Report on Integration Indicators, including legal status, early childhood education and language learning, education, training, labour market integration, income, participation, housing, health, mainstreaming of schools, administration, services, business, politics, media, criminality, violence and xenophobia. These indicators are populated through microcensus and additional data sources, such as employment, naturalisation, income, child and youth welfare statistics and criminal prosecution data.

At regional level, federal states (*Bundesländer*) can develop their own indicators; for example, the federal state of Hessen developed a list of indicators distinguishing between structural components (including access to education, labour market, and housing and healthcare systems), social components (including a person's social standing, international marriages and partnerships, and membership of associations), cultural components (including proficiency in the host country's language, religious practices and moral concepts) and identification issues (for example local, regional, national or bi-national sense of belonging).

In addition, some cities also monitor integration – for example, Wiesbaden.

For more information, see Germany, Commissioner for Migration, Refugees and Integration (Beauftragte für Immigration, Flüchtlinge und Integration)(2012); Ministry of Justice, for Integration and Europe of the State of Hessen(2013); and City of Wiesbaden, Office of Strategic Management, Urban Research and Statistics (Landeshauptstadt Wiesbaden, Amt für Strategische Steuerung, Stadtforschung und Statistik)(2014).

2 Inclusive education and participation

Common Basic Principle No. 5

Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society.

Education is an important way to prepare people to participate in society, especially for newcomers. However, lifelong learning and employability are not the only benefits of education. Transferring knowledge about the role and working of societal institutions and regulations and transmitting the norms and values that form the binding element in the functioning of society are also a crucial goal of the educational system. Education prepares people to participate better in all areas of daily life and to interact with others. Consequently, education not only has positive effects for the individual, but also for the society as a whole.

Key findings

This section examines various aspects of inclusive education and participation, such as separate schooling, involving migrant parents and families in the education process and community, and ways to promote and reflect society's ethnic, cultural and religious diversity.

Participation in education is key to successful integration. While education systems and policies are mainly a Member State competence, they have been the focus of extensive research. Education allows the acquisition of knowledge and skills necessary for labour market integration, but also fosters the socialisation of young people and their active participation in society, and provides opportunities for migrant families to interact with the general population and local communities. The research collected information and evidence on integration measures supporting the development of intercultural skills and second-generation students, as well as parental involvement in schools and local communities.

Separate schooling

Evidence of de facto school segregation of pupils with immigrant background, despite efforts and policies against separated schooling, was reported in about half of the EU Member States. This means that, even where there is a policy against separated schooling, the main reason behind this is the residential separation of households of people with an ethnic background different from that of the majority.

Outreach to parents encouraging participation

Schools reaching out to migrant parents and involving them in the education process, the school and the local community is paramount for encouraging societal participation of migrant families and improving quality of education, performance and educational attainment by all students. The research has found that this very important tool for promoting participation and facilitating enjoyment of fundamental rights has become an established and systematic policy or the subject of ad hoc or regular projects in about half (15) of the Member States.

Policies for education reflecting diversity in society

Most EU Member States acknowledge the need for education to reflect diversity in society and to do so by developing and implementing programmes on diversity in curricular and extracurricular activities. Some countries include diversity and the need to respect and learn about it in their education systems' core principles

and guiding principles. There are Member States that also develop specific education curricula or integrate intercultural education as crosscutting educational features of their school programmes, while others choose to implement more one-off and extracurricular activities.

Where intercultural education is generally provided in national curriculums in the EU Member States, it is implemented as a cross-curricular priority for all relevant learning thematic subjects – for example, history and geography – with the support of ad hoc projects and teaching materials.

OECD data reveal below average outcomes in education for migrants' offspring

In the European Union, foreign-born pupils and natives with two immigrant parents show average outcomes that are well below those of children with two native-born parents. School performance improves the longer pupils reside in the host country, and the native-born offspring of foreign-born parents outperform immigrants who arrived in childhood. In 2012, an average of 30 % of foreign-born pupils across the EU lacked basic reading skills at 15, compared with 14 % of native-born children of mixed parentage and of children of native-born parents.

2.1. Separate schooling

Academic research and official reports show de facto school segregation, possibly due to the residential concentration of migrants and persons of migrant descent, who often want to live near others of similar national origin. In light of this evidence, it is important to develop policies to tackle such phenomena more effectively.

For example, in the United Kingdom recent research points out that "schools, particularly primary schools, tend to be more segregated than the neighbourhoods they serve. As with neighbourhoods themselves there is more mixing among ethnic minorities themselves but less mixing between most minorities and the White British majority in schools".[38] The negative impact of school segregation is well known and documented. In January 2001, the ground-breaking Community Cohesion Report of the Independent Review Team, chaired by Ted Cantle, highlighted that "separate educational arrangements, community and voluntary bodies, employment, places of worship, language, social and cultural networks, means that many communities operate on the basis of a series of parallel lives."[39]

In Ireland, there is evidence of migrant students being overrepresented in certain urban schools; as well as evidence of segregation as a result of admissions policies in certain Catholic schools, where applicants with a Catholic background have traditionally been favoured. In Sweden, several studies conducted in recent years have shown increasing inequality in education; school segregation may be the result of a school's free choice or because of the migrant populations' housing patterns and their overrepresentation in relation to their proportion of the general population in certain areas.

FRA's research identified efforts to tackle school segregation in some Member States. For example, in Denmark, there are measures to distribute migrant children across districts by operating bus services, while in Copenhagen the city provides extra funding to improve schools in disadvantaged areas to encourage non-migrant parents to enrol their children. In Austria, small-scale projects to counteract school segregation at local level include, for example, an innovative project in Graz ('Flying Classroom') that allows pupils to become acquainted with other cultures. Classes in primary schools with high numbers of children from migrant families move for one day to primary classes in schools with mainly native children and vice versa.[40]

In the Netherlands, measures were introduced to promote desegregation by encouraging schools to set a fixed registration date. Parents have a free choice of school in the Netherlands; well-educated parents tend to apply to the school of their choice at a very early stage, while less-educated parents tend to wait until just before their child reaches school age. Encouraging schools to set a fixed registration time for all parents gives all parents an equal chance to enrol their child in the school of their preference. Research carried out in 2013 in the Netherlands indicated that several municipalities conduct regular consultations with school boards to promote desegregation.[41] These consultations often lead to agreements between municipalities and schools on lottery-based registration and enrolment policies, establishing quotas for specific groups of pupils or adopting fixed registration dates.[42]

In Italy, a ministerial circular that took effect in 2010–2011 requires the redistribution of pupils without Italian citizenship among schools and among the classes established within each school so as not to

38 Burgess, S. (2015). See also Johnston, R. *et al.* (2006).

39 For a copy of the report, see the UCL's Digital Education Resource Archive.

40 Austrian Broadcasting Corporation, Regional Studio Styria (2014).

41 Walraven, G. (2013).

42 Netherlands, FORUM (2013).

exceed the limit of 30 % for the number of foreign students in each class.[43] In other Member States there is evidence of overrepresentation of students with migrant backgrounds in certain types of school; for example, in Belgium and Luxemburg, migrants tend to be overrepresented in technical and vocational schools.

2.2. Involving migrant parents and families in school

Policies for involving migrant parents improve children's educational performance and foster the greater and active participation and interaction of migrants and their descendants in schools and local communities. Research has shown that parental engagement in their children's education has a measurable positive effect on their educational achievement.[44] Furthermore, involvement in school and local community initiatives can improve language skills and facilitates social interaction with the majority society, as well as with other migrant groups.

FRA's research identified systematic policy efforts to reach out and engage with immigrant parents in only four Member States (Denmark, Finland, France and Portugal). In 11 other Member States, a number of relevant projects were identified (Austria, Belgium, Cyprus, Estonia, Germany, Ireland, Italy, the Netherlands, Luxembourg, Spain and Sweden). In the remaining Member States, the research did not identify any relevant policy or project-based initiatives, other than individual cases in specific schools.

Promising practices

Involving parents

Around two thirds of the student population of the 132nd Primary School of Athens, in **Greece**, are of migrant descent, mainly from Albania, Russia and Ukraine. To improve educational performance, the school developed an action plan addressing the specific learning needs of these students, based on the engagement of students, teachers and parents. It included after-hours national language tuition for parents and mother-tongue tuition for migrant students. The parents' association embraced the initiative, as its positive results were evident in the improvement of pupils' school performance, as well as in the reduction in racist bullying.

For more information, see Grant, C.A. and Portera, A. (eds.) (2011); Spinthourakis, J.A. et al. (eds.) (2011); and the school's webpage.

In **Austria**, some provinces, such as Vienna and Salzburg, implement German-language courses for migrant mothers of children of compulsory school age or attending kindergarten. These courses target, in particular, educationally disadvantaged migrant women and/or those for whom it is difficult to attend regular language courses because of domestic responsibilities. The German and basic skills education course 'Mum learns German' (*Mama lernt Deutsch*) takes place in schools and kindergartens in Vienna during school hours and is free of charge. Mothers who attend such courses become better acquainted with teachers and the school environment, as well as other parents. The course includes visits to public authorities and institutions. Childcare for smaller children (siblings) is available free of charge during course hours. These courses improve participants' language skills, but also empower women and improve their integration into the German-speaking environment.

*For more information, see Austria, Federal Ministry for Europe, Integration and Foreign Affairs (*Bundesministerium für Europa, Integration und Äußeres*) (2012); Blaschitz, V. et al. (2007).*

2.3. Cultural diversity in school

The school, as a major agent of socialisation, can contribute to the development of inclusive, pluralist societies through curricular and extracurricular activities that promote equality, social cohesion and active citizenship by making students more familiar with their societies' different cultures. FRA's research found that the educational policies or strategies for primary and/or secondary education of 17 Member States include references to cultural diversity, as a guiding principle or as part of curricular subjects. These Member States are: Austria, Belgium, the Czech Republic, Estonia, Finland, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Portugal, Slovakia, Slovenia, Sweden and the United Kingdom. Meanwhile, in Bulgaria, Italy and Romania, cultural diversity is addressed in extracurricular activities.

43 Italy, Ministry of Education, University and Research (2010).
44 SIRIUS Network (2014).

Promising practices

Diversity in school

In the **Netherlands**, to improve respect for diversity, primary school pupils learn about the main aspects of all religions that play an important role in society. An example of such a project is the exchange programme 'Welcome in my neighbourhood' (*Welkom in mijn Wijk*), whereby primary school children of different backgrounds are encouraged to get to know each other, first via internet and then in real life, thereby reflecting on their own background and getting to know someone else's background. The programme is not specifically targeted at migrant children, but at diverse groups. In secondary school, pupils learn about similarities, differences and changes within the various cultures in the Netherlands, and how to relate their own and others' ways of life to them. They also learn to see the significance of respect for each other's ways of life and perspectives for society.

For more information, see The Netherlands, Primary Education Act 2013 (Wet op het primair onderwijs 2013*), Section 8; Foundation Welkom in mijn Wijk (2015), 'Basismodule'; Ministry of Education, Culture and Science (Ministerie van Onderwijs, Cultuur en Wetenschap) (2006), Kerndoelen Primair Onderwijs, The Hague, Ministry of Education, Culture and Science.*

In **Germany**, the Federal Government Commissioner for Migration, Integration and Refugees funded and, in cooperation with the Georg Eckert Institute – Leibniz Institute for International Textbook Research, carried out research on migration and integration in school textbooks in 2015. The results show that the educational material does not always reflect diversity in society and that migration issues are mostly addressed in a 'conflictual' and crisis-framed approach. The commissioner outlined recommendations for educational practice and policy in response to these findings.

For more information, see Germany, Commissioner for Migration, Integration and Refugees (2015) Schulbuchstudie Migration und Integration (Textbook Study Migration and Integration).

In the **Czech Republic**, the Framework Educational Programme includes, among the cross-curricular subjects, 'multicultural education' to familiarise pupils with the diverse cultures, traditions and values of other nationalities living in the country.

For more information, see Jaroslav Jeřábek and Jan Tupý (2007), Framework Educational Programme for Basic Education.

In **Ireland**, secondary school students have to attend the Civic, Social and Political Education (CSPE) course, a Junior Certificate course on active citizenship based on human rights and social responsibilities. In this course, students deal with issues such as gender equality, racism and xenophobia, inter-culturalism, minorities and conflict situations.

For more information, see National council for Curriculum and Assessment, Civil Social and Political Education, Guidelines for Teachers.

The 2015 Paris Declaration and inclusive education

In the aftermath of the 2015 terrorist attacks in France and Denmark, ministers responsible for education, and the Commissioner for Education, Culture, Youth and Sport, issued a declaration after their informal meeting in Paris on 17 March 2015. This reaffirmed their determination to support the fundamental values that lie at the heart of the European Union: respect for human dignity, freedom (including freedom of expression), democracy, equality, the rule of law and respect for human rights.[45] The declaration called for renewed efforts to reinforce the teaching and acceptance of these common fundamental values, to lay the foundations for more inclusive societies through education, starting from an early age.

More specifically, the education ministers agreed to strengthen their actions in the field of education with a view to:

> *"1 _ Strengthening the key contribution which education makes to personal development, social inclusion and participation, by imparting the fundamental values and principles which constitute the foundation of our societies;*
>
> *"2 _ Ensuring inclusive education for all children and young people which combats racism and discrimination on any ground, promotes citizenship and teaches them to understand and to accept differences of opinion, of conviction, of belief and of lifestyle, while respecting the rule of law, diversity and gender equality;*
>
> *"3 _ Strengthening children's and young people's ability to think critically and exercise judgement so that, particularly in the context of the Internet and social media, they are able to grasp realities, to distinguish fact from opinion, to recognise propaganda and to resist all forms of indoctrination and hate speech;*
>
> *"4 _ Combating geographical, social and educational inequalities, as well as other factors which can lead to despair and create a fertile ground for extremism, by providing all children and young people with the necessary knowledge, skills and*

45 See 2015 Paris Declaration.

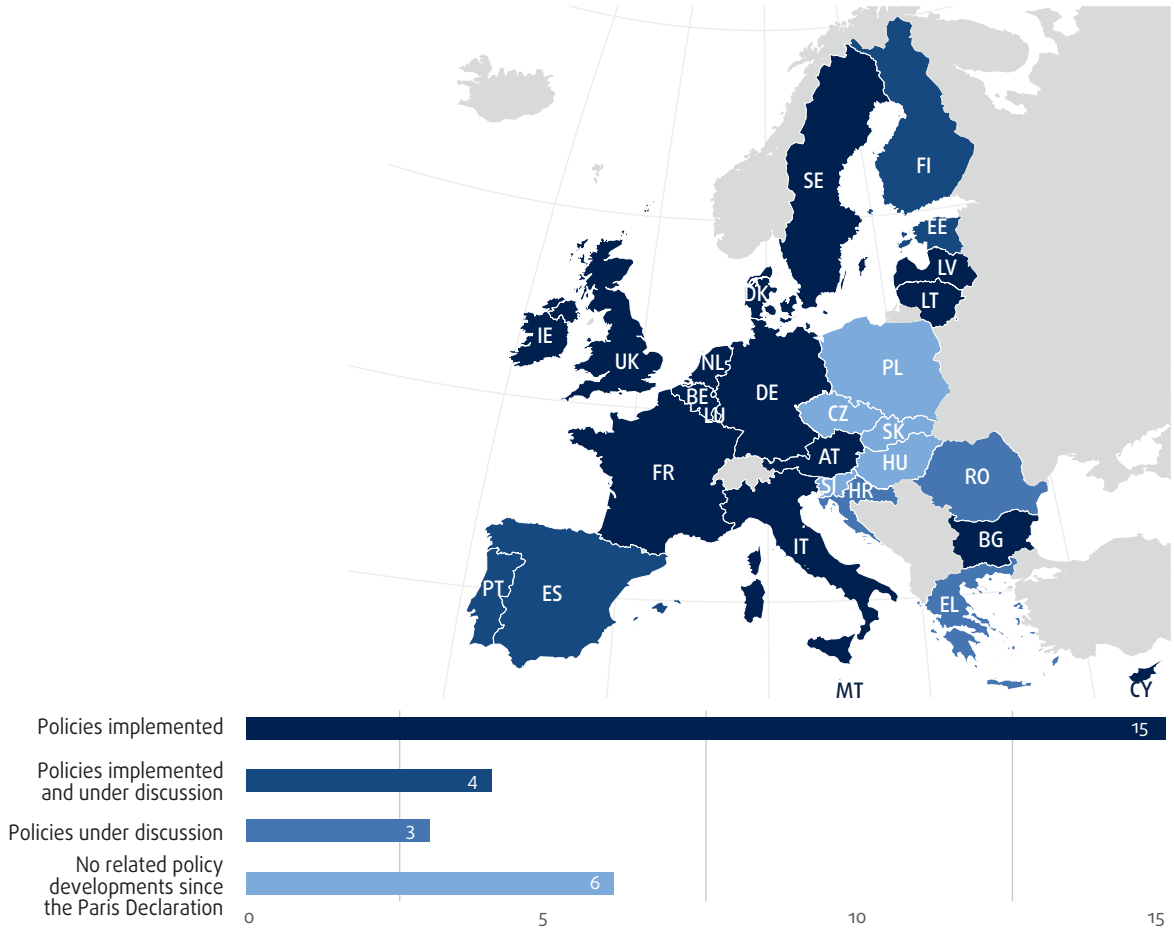
competences to build their own professional futures and pathways to success in society, and by encouraging measures to reduce early school leaving and to improve the social and professional integration of all young people;

"5 _ Encouraging dialogue and cooperation among all the education stakeholders, in particular parents, families and associative structures, and building on children's and young people's sense of initiative and engagement in order to strengthen social ties as well as generate a sense of belonging;

"6 _ Empowering teachers so that they are able to take an active stand against all forms of discrimination and racism, to educate children and young people in media literacy, to meet the needs of pupils from diverse backgrounds, to impart common fundamental values and to prevent and combat racism and intolerance."

These aims are supported by the 'Education and Training 2020' strategic framework, as well as the Erasmus+ programme, which provides for the mobility of learners and teachers, strategic partnerships and cooperation platforms for education institutions, as well as for dialogue and joint projects on citizenship education, volunteering and youth exchanges. Following the Paris Declaration, in May 2016 the European Commission published an overview of education policy developments, identifying relevant national education policy developments and promising practices (Figure 6).[46]

Figure 6: National education policies since March 2015, by EU Member State



Note: *The figure aggregates information on the education policy developments related to the objectives of the Paris Declaration that occurred in each country. Only the three main developments since March 2015 are considered.*

Source: *Eurydice, 2016 (based on map provided in European Commission, 'Promoting citizenship and the common values of freedom, tolerance and non-discrimination through education. Overview of education policy developments in Europe following the Paris Declaration of 17 march 2015')*

46 European Commission/EACEA/Eurydice (2016).

The June 2016 Commission Communication on supporting the prevention of radicalisation leading to violent extremism recognises the important role of education in fighting marginalisation and exclusion.[47] It seeks to promote EU common values fostering inclusive, open and resilient societies and reaching out to young people, highlighting that "in the long run, high quality education from pre-school onwards remains the best safety net against social exclusion, which can be for some a factor in radicalisation", while acknowledging that "opportunities and outcomes are still determined by children's socio-economic backgrounds" and therefore proposing action to tackle these issues.

In March 2016, the Commission released a report by the Network of Experts on Social Aspects of Education and Training, examining how European education systems can better prepare future citizens for tolerance, respect for diversity and civic responsibility.[48] The report's main conclusions include: respect for others can be taught, from an early age; school policies encouraging ethnic mixing create conditions for inter-ethnic cooperation and fostering tolerance; whole-school approaches and schools with strong and dynamic ties to the local community have great potential for promoting cohesion, creating a sustainable positive school atmosphere, as well as a stronger sense of belonging; the personal commitment of school leaders and other members of school management teams to an ethos of diversity is critical in developing respect for diversity among students and improving their intercultural competence; teachers' intercultural competence needs to be strengthened; and school curricula need to better incorporate diversity, addressing religious, ethnic and other forms of diversity.

47 European Commission (2016c).

48 Van Driel, B. *et al.* (2016).

3 Labour market participation

Common Basic Principle No. 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.

Integration is a process that takes place primarily at the local level. The frequency and quality of private interactions and exchanges between immigrants and other residents are key elements of greater integration. There are many ways to encourage interaction. An important aspect is a greater focus on promoting the use of common forums, intercultural dialogue, spaces, and activities in which immigrants interact with other people in the host society, and on the sustained education of the host society about immigrants and immigrant cultures. Good cooperation among the different involved actors is necessary in order to stimulate these processes.

This section examines aspects of Member States' migrant integration policies that promote participation in the labour market through membership in trade unions and professional associations, as well as employment in the public sector.

Key findings

Participation and membership in trade unions contribute to labour market integration. While data on migrants' membership in trade unions are available (as statistics or estimates) for 18 countries, data on migrants' participation in professional or business associations (medical, law, media, etc.) are often missing or not comparable among different Member States. It is difficult to compare directly the available statistical data because of differences in the definition of 'immigrant' applied in each country. There are also very few data concerning the level of representation of immigrants within trade unions as elected union representatives. Reportedly, in Denmark and Germany, 5 % of elected positions are occupied by immigrants.

FRA ACTIVITY

Tackling severe forms of labour exploitation

Worker exploitation is not an isolated or marginal phenomenon but is pervasive in everyday life. Such exploitation adversely affects both third-country nationals and EU citizens, as workers and as consumers. A FRA report published in 2015 found that third-country nationals are overrepresented as victims of particularly severe forms of labour exploitation. However, they are seen and treated in relation to irregular situations – as irregular migrants – and not as persons to be protected as workers and crime victims. This makes them reluctant to report, fearing that they will lose their job or be expelled as irregular migrants.

The protection of such workers is in the best interest of the general workforce and the economic life of the Member States, as the informal economy hurts social security systems and public finances, as well as healthy economic competition. To improve the situation, we need better systems to acknowledge genuine labour market needs and match them with realistic legal pathways and schemes to migration for reasons of employment. As FRA's report concludes, all workers are entitled to the effective protection of their rights. The EU and its Member States need to maintain national and international labour standards; accepting systemic labour exploitation is not an option.

For more information, see FRA (2015).

The societal participation of migrants and their descendants is strengthened through their engagement in public sector work. FRA's research found that the majority of Member States (19) provide equal access to public sector employment for third-country nationals, while eight also take specific actions to increase diversity in the public sector by encouraging the recruitment of third-country nationals or citizens with migrant backgrounds.

United Nations International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families

Adopted by General Assembly Resolution 45/158 of 18 December 1990 – entered into force on 1 July 2003 – not ratified by any EU Member State

The General Assembly of the United Nations adopted the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW) on 18 December 1990. It establishes, in certain areas, the principle of equality of treatment with nationals for all migrant workers and their families, regardless of their legal status. It sets forth, for the first time, internationally uniform definitions agreed upon by States for different categories of migrant workers. It also obliges sending, transit and receiving States Parties to institute protective action on behalf of migrant workers.

No EU Member State has ratified the convention. In 2004, the European Economic and Social Committee encouraged the EU and Member States to ratify it.

In 2013, the Directorate-General for External Policies of the Union of the European Parliament recommended that the European Parliament take "action to develop and promote objective information to the national governments and the national public in the EU Member States on the content of the ICRMW, particularly concerning the aim of the Convention to effectively manage migration by respecting and protecting migrants' rights, but also preventing irregular movements of migrants and respecting the right of each State to regulate their migration policies".

For more information, see United Nations (UN) (1990); European Economic and Social Committee (2004); and European Parliament (2013a).

3.1. Membership in professional and trade union organisations

The Racial Equality Directive (2000/43/EC) provides comprehensive protection against discrimination on grounds of racial or ethnic origin in the area of employment and occupation, vocational training, and membership of and involvement in an organisation of workers or employers, or any organisation whose members carry out a particular profession, including the benefits provided by such organisations. In addition, the Employment Equality Directive (2000/78/EC) provides similar protection on grounds of religion or belief, disability, age or sexual orientation.

In a recent study, Eurofound underlines the positive role of trade unions in migration management – for example, with regard to cooperation between social partners and government to identify labour market needs. However, it notes that few trade unions "have the strategic vision or overall objective of increasing their membership among the migrant workforce." The study stresses that, although migrant workers form an increasing proportion of the workforce in certain sectors, few trade unions encourage migrants to become members. In some countries, such measures are usually implemented "on a rather makeshift basis". [49]

FRA's research found evidence of efforts to encourage migrant participation by trade unions and professional associations in most Member States, but these were not always systematic. Migrant workers are reportedly rarely elected to representative positions. A 2011 FRA report on the views of trade unions and employers in the European Union on the impact of the Racial Equality Directive indicated that "awareness is growing that the ethnicity of union leaderships should better reflect the composition of their membership if they are to more effectively recruit ethnic minorities and have a closer understanding of the issues their members face."[50] The report also emphasised that "for the trade unions the challenge remains to reflect ethnic diversity in their ranks and convince their membership that real equality would benefit all workers."[51]

The present research found that, in 2015, trade union membership rates of immigrant workers were comparable with those of host-country nationals in Austria, Belgium, Estonia and the Netherlands, while larger gaps between migrants and host-country nationals were reported in Denmark, Ireland, Spain and the United Kingdom. Lower trade union membership

49 Eurofound (2015b), p. 8
50 FRA (2011b), p. 57.
51 FRA (2011b), p. 12.

rates for migrants were found in Finland, Hungary, Malta and Portugal. The research did not identify similar statistics in other Member States.

In several Member States, trade unions have well-established policies to reach out and support migrant workers – for example, in Austria, Belgium, Denmark, Germany, Italy, Luxembourg, Poland, Portugal, Spain, Sweden, Slovenia and the United Kingdom. In countries such as Cyprus, Estonia, Hungary, Latvia, Malta and Romania, as well as more recently in France and Ireland, trade unions implement ad hoc projects to support migrant participation. In Bulgaria, Croatia, the Czech Republic, Lithuania and Slovakia, the research did not identify any relevant trade union activities activities (Figure 7).

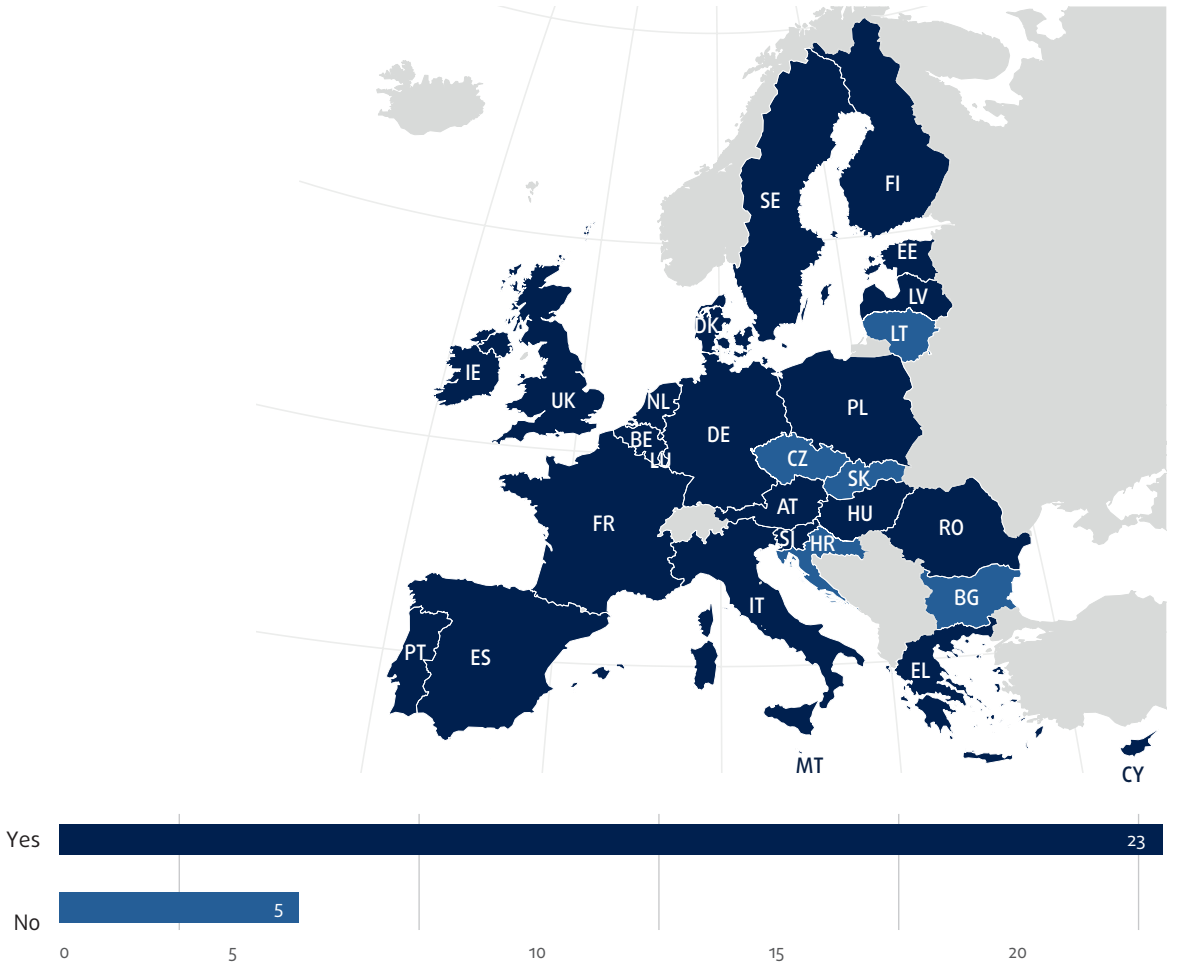
FRA's research indicates that activities to encourage trade union membership of third-country nationals vary, ranging from reduced membership rates to translating information material, deploying intercultural mediators and training staff to deal with a diverse migrant workforce. For example, in Austria, the Netherlands, Portugal and Slovenia, the research identified systematic

Table 6: Trade union measures to support and facilitate migrant workers' membership

Measures available	EU Member State
Yes	AT, BE, CY, DE, DK, EE, EL, ES, FI, FR, HU, IE, IT, LU, LV, MT, NL, PL, PT, RO, SE, SI, UK
No	BG, CZ, HR, LT, SK

Source: FRA, 2015

Figure 7: Trade union measures to support and facilitate migrant workers' membership, by EU Member State



Source: FRA, 2015 (© EuroGeographics for administrative boundaries)

efforts to support and reach out to immigrants. In other countries such efforts are of limited scope – for example, in Estonia and Latvia, where they mostly concern the translation of information leaflets or internet material.

3.2. Promoting employment of third-country nationals in the public sector

The employment of third-country nationals in the public sector promotes diversity in society and fosters integration. According to the 2015 OECD report on indicators of migrant integration, it "gives the immigrant community greater visibility, showing the private sector the way and improving the way the host society perceives them in the long term. What's more, appointments to key jobs – teaching for example – give immigrant adults the chance to be role models for children of immigrants."[52] The report finds that immigrants and native-born offspring of two immigrant parents aged 15–34 are less likely to be employed in the public sector than children of native-born parents: one fifth of immigrant offspring employed in the EU worked in the public sector in 2013, compared with one quarter of young people with native-born parents. There are important differences between Member States: while "the proportion of native-born offspring of immigrants who work in the public services sector in Germany is less than one in ten, it is as high as one-third in countries like France, the Netherlands and Sweden".

FRA's research found that eight Member States take actions to encourage the recruitment of third-country nationals or citizens with migrant backgrounds (see Table 7 and Figure 8). For example, in Belgium, the Minister for Integration of the Flemish Community announced in October 2014 that the number of officials with migrant backgrounds would be increased, and appointed 'diversity officials' to coordinate local diversity actions promoting equal opportunities in the workplace. In Germany, federal states inform young people with immigrant backgrounds about job opportunities in the civil service, while some promote employment in the public sector, offering internships in cooperation with schools, job centres and migrant organisations. In the Netherlands, a priority of the 'Judiciary Agenda 2011–2014' was reaching out to ethnic minorities for recruitment, although the new 'Judiciary Agenda 2015–2018' does not refer to issues of migration, ethnic minorities or diversity.[53]

Table 7: Positive actions to recruit third-country nationals and citizens with migrant backgrounds in the public sector

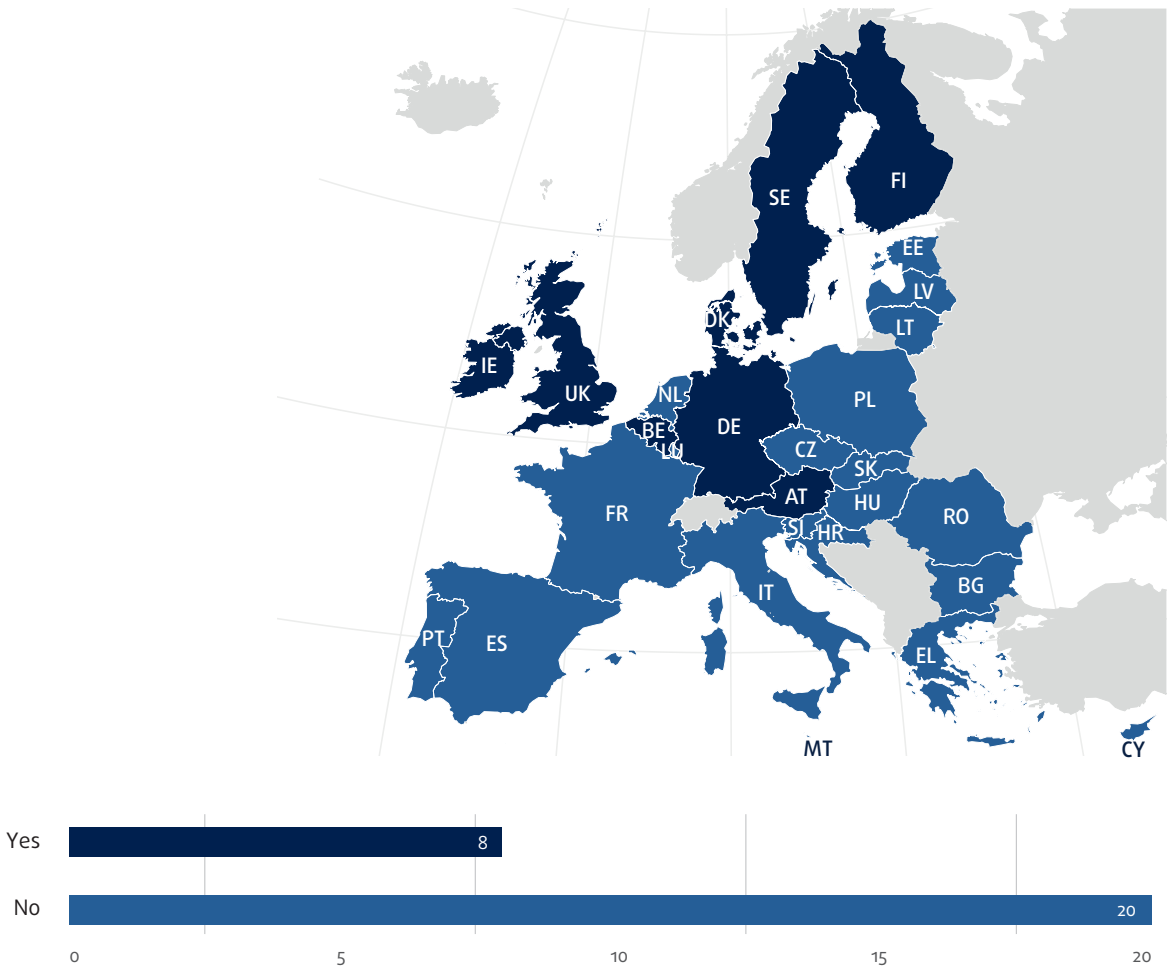
Positive actions	EU Member State
Yes	AT, BE, DE, DK, FI, IE, SE, UK
No	BG, CY, CZ, EE, EL, ES, FR, HU, HR, IT, LT, LU, LV, MT, NL, PL, PT, RO, SI, SK

Source: FRA, 2015

52 OECD/European Commission (2015), pp. 264–265.

53 Netherlands, Council for the Judiciary (*Raad voor de Rechtspraak*) (2010, 2014)

Figure 8: Positive actions to recruit third-country nationals and citizens with migrant backgrounds in the public sector, by EU Member State



Source: FRA, 2015 (© EuroGeographics for administrative boundaries)

4

Language learning and integration tests

Common Basic Principle No. 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.

Programmes that provide basic linguistic, historical, and civic knowledge allow immigrants to quickly find a place in the key domains of work, housing, education, and health, and help start them to adapt to the host society.

Language learning is an essential component of integration, and adequate knowledge of the national language can be a requirement to gain legal status, including long-term residence status and citizenship. Knowledge of the host country's national language may also allow or limit entitlements, in particular to education and training courses.[54] Furthermore, recent research shows that speaking the language of the host country facilitates access to its media and social interaction.[55]

Language and integration courses can be voluntary or obligatory. In the latter case they are free of charge, except in Austria, Malta and the Netherlands. The research found that only a few Member States, such as Denmark, Estonia, Finland, Germany, Latvia and Sweden, allow all residents with limited language proficiency to attend courses. Free language courses are rarely offered to adult citizens with migrant backgrounds, while several Member States exclude EU citizens, as well as temporary residents and seasonal workers, from participating in such courses.

All Member States provide some form of funding for language-learning programmes, except Croatia (despite a legal right for refugees to access free language courses) and Slovakia (only language learning for children is funded). (No data were available for Spain.) In Austria, Belgium, Bulgaria, Germany, Denmark, France, Luxembourg, Poland, Romania, Slovenia and Sweden, this language support is provided as part of special integration programmes.

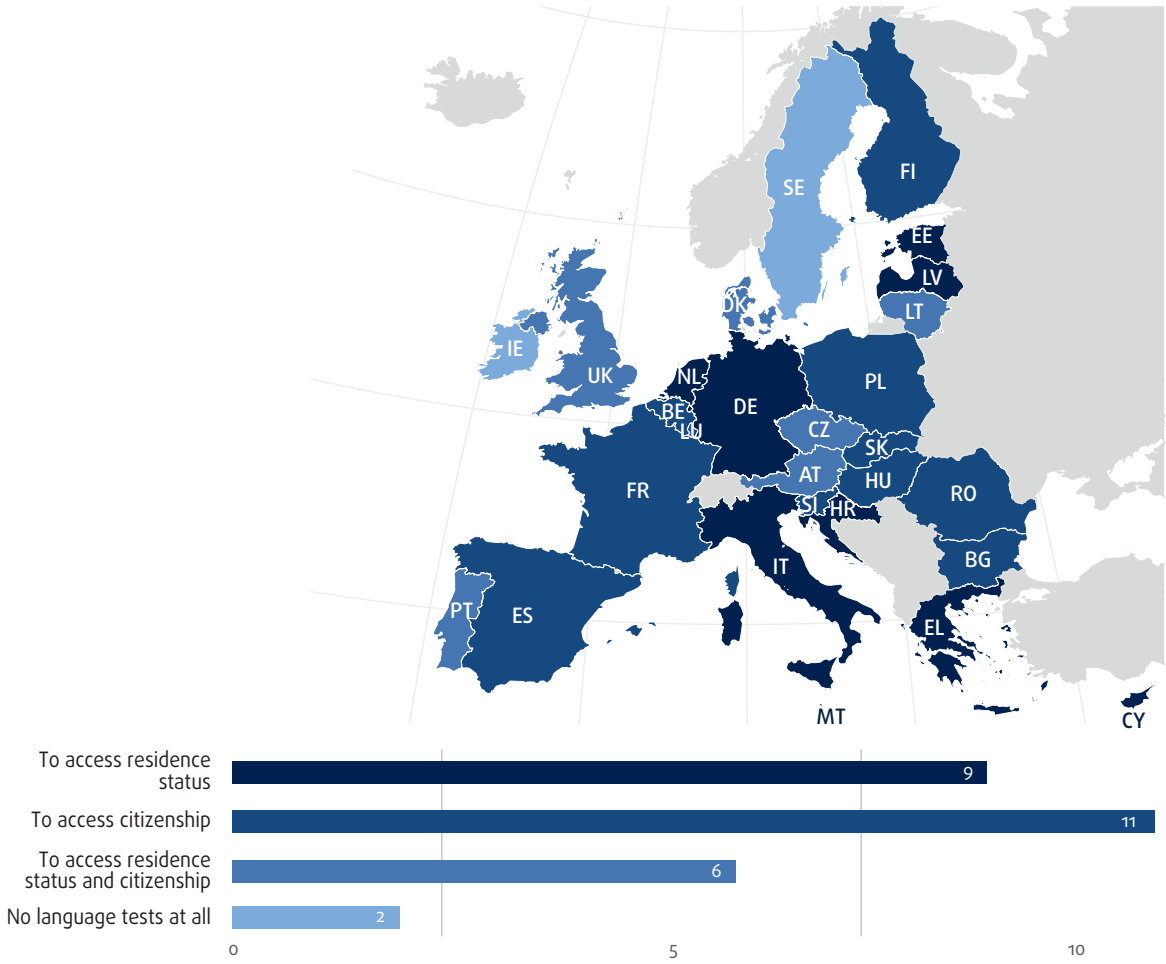
All Member States require a certain level of language proficiency for acquiring citizenship. FRA's research found that, except in Ireland and Sweden, knowledge of the country's official language is tested when one applies for a certain legal status (e.g. long-term residence status or citizenship) allowing the same access to entitlements and rights as country nationals. Belgium, Bulgaria, Finland, France, Hungary, Luxembourg, Poland, Romania, Slovakia, Slovenia and Spain require language tests or proof of language proficiency (mostly at B1 level) only for acquiring citizenship.[56] Austria, the Czech Republic, Croatia, Denmark, Estonia, Germany, Greece, Latvia, Lithuania, Malta, the Netherlands, Portugal and the United Kingdom require language tests or proof of proficiency for both a long-term residence permit (mostly at A2 level) and citizenship (mostly at B1 level). Cyprus and Italy require language tests or language proficiency for residence permits, but not for citizenship (Figure 9).

In addition to language learning, migrant integration measures in Member States may include courses providing information on the host country's history, culture and legal framework. In some Member States, this type of 'civics' knowledge is a requirement for

54 Council of the European Union (2003), Art. 11 (3b).
55 Koopmans, R. (2016).

56 For more details, see the Council of Europe's webpage on the Common European Framework of Reference for Languages.

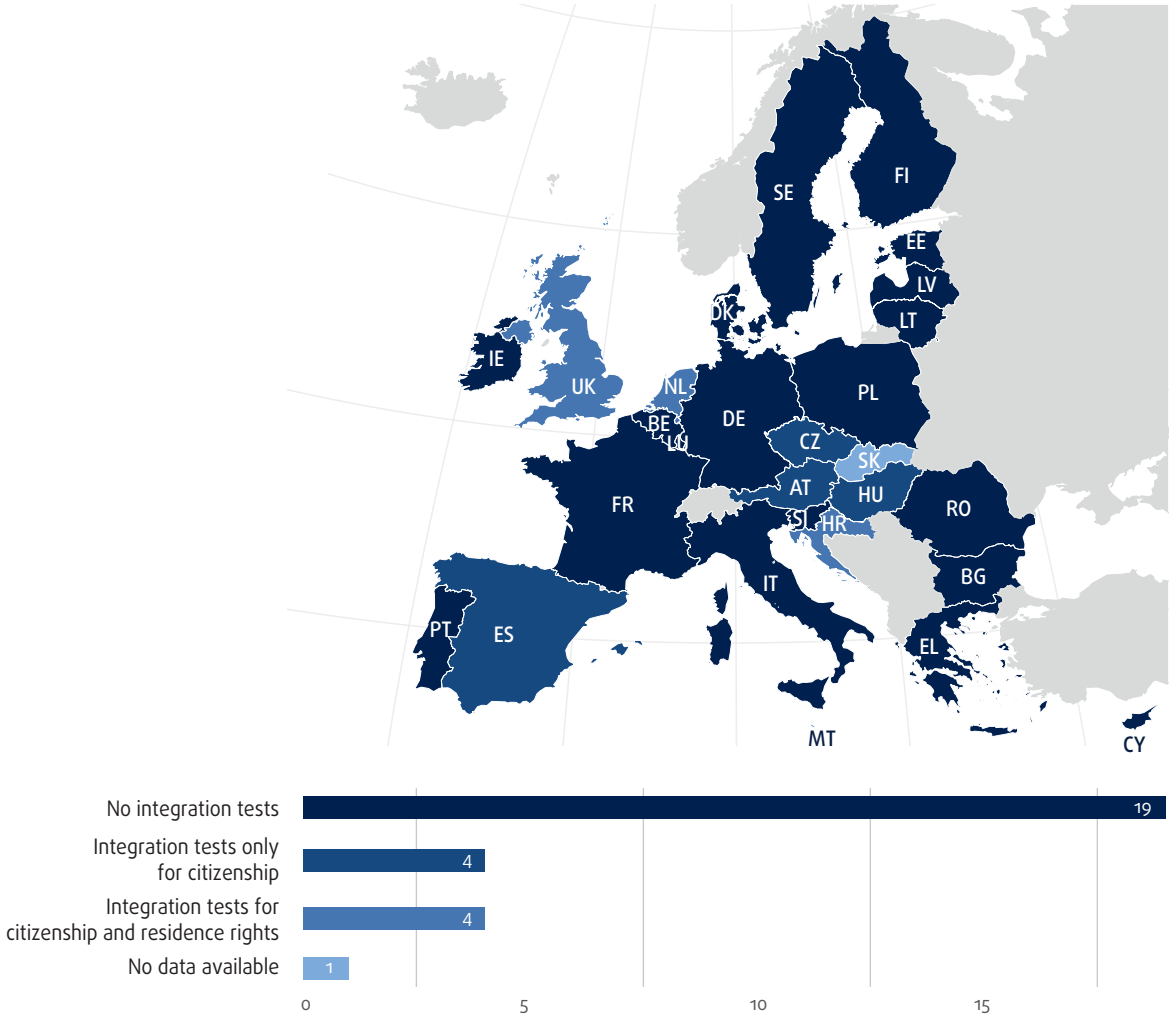
Figure 9: Language tests for migrants to access residence status and/or citizenship, by EU Member State



Source: *FRA, 2015 (© EuroGeographics for administrative boundaries)*

gaining residence or other legal status affecting access to entitlements and rights, and is tested through so-called 'integration tests'. The research found that, in 19 Member States, such tests are not required for acquiring residence rights or a legal status affecting access to rights (Figure 10). Croatia, Malta, the Netherlands and the United Kingdom, however, require passing an integration test or attending an integration course. Austria, the Czech Republic, Hungary and Spain require an assessment of country knowledge through an integration test only for citizenship applicants.

Figure 10: Integration tests for migrants to access legal status (e.g. residence rights or citizenship), by EU Member State



Source: *FRA, 2015*

CJEU on civic integration examination prior to family reunification

In *Minister van Buitenlandse Zaken v. K and A*, the Court of Justice of the European Union (CJEU) held that the Netherlands made the right to family reunification excessively difficult for third-country nationals.

Council Directive 2003/86/EC establishes conditions for third-country nationals residing lawfully in a Member State to exercise their right to family reunification. In the Netherlands, the relevant legislation subjects that right to the passing of a basic civic integration examination, which tests individuals' command of spoken Dutch, their reading comprehension, and their knowledge of Dutch society. Exemptions are provided for applicants who are permanently unable to take the exam due to mental or physical disabilities, or where rejecting the application could lead to a manifestly and gravely unjust situation.

An Azerbaijani and a Nigerian national claimed that health and psychological problems, respectively, prevented them from taking the exam, but the Dutch authorities rejected their applications for temporary residence permits. The rejections were brought before the Council of State, which referred to the CJEU questions on the exam's compatibility with the directive.

The CJEU noted that measures of 'integration' can only be considered legitimate if they are capable of facilitating the integration of the sponsor's family members. Against that background, the court noted the importance of acquiring knowledge of the host Member State's language and society, especially to facilitate communication, interaction and the development of social relations, as well as access to the labour market and vocational training. The court further noted that specific individual circumstances – such as age, level of education, economic situation or health – must be taken into consideration to dispense the family members concerned from the requirement to pass a civic integration examination when, due to those circumstances, they are unable to take or pass that examination.

The court concluded that the Netherlands legislation was not capable of dispensing family members from the requirement to pass the civic integration examination in all possible cases where maintaining that requirement would make family reunification impossible or excessively difficult. It noted that the cost of the examination preparation pack – a single payment of € 110 and course fees at € 350 – could also make family reunification impossible or excessively difficult.

See CJEU, C-153/14, Minister van Buitenlandse Zaken v. K and A*, 9 July 2015.*

5 Democratic and political participation

Common Basic Principle No. 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.

Allowing immigrants a voice in the formulation of policies that directly affect them may result in policy that better serves immigrants and enhances their sense of belonging. Wherever possible, immigrants should become involved in all facets of the democratic process. Ways of stimulating this participation and generating mutual understanding could be reached by structured dialogue between immigrant groups and governments. Wherever possible, immigrants could even be involved in elections, the right to vote and joining political parties. When unequal forms of membership and levels of engagement persist for longer than is either reasonable or necessary, divisions or differences can become deeply rooted. This requires urgent attention by all Member States.

Key findings

This section examines the different approaches adopted by Member States to promote the political participation of migrants by providing access to political rights. Although only six Member States (the Czech Republic, Denmark, Finland, Italy, the Netherlands and Sweden) have ratified the Council of Europe Convention on the Participation of Foreigners in Public Life at Local Level, 20 Member States actually have similar legal provisions allowing third-country nationals to vote at least in local elections. Of the six Member States that have ratified the convention, three have done so with limitations to its scope (the Czech Republic and Italy limit participation to freedom of assembly and association) or to the area of application (the Netherlands limits participation to municipal level).

In examining the EU Member States' national integration policies, some key aspects of democratic and political participation among migrants and their descendants stand out: the structural opportunities offered by the Member States' legal systems, and the implementation processes and measures supporting the realisation of such entitlements and rights. This chapter analyses access to voting and candidacy rights for third-country nationals at national and local level. In addition, the right to join political parties is explored across the EU Member States. This analysis of structural factors is complemented by an overview of the availability of consultative bodies – which represent an alternative opportunity for political participation for immigrants and foreign citizens – at national level in EU Member States.

Access to political rights for third-country nationals

The importance of the political participation of migrants and their descendants is underlined in a number of European legal instruments, including the Convention of the Council of Europe on the Participation of Foreigners in Public Life at Local Level (1992) and the Additional Protocol to the European Charter of Local Self-Government on the right to participate in the affairs of a local authority (2009).[57]

In March 2016, the Council of Europe Committee of Ministers issued guidelines to Member States on the protection and promotion of human rights in culturally diverse societies, recommending that "Member States should adopt specific strategies and targeted policies to ensure that every member of society has adequate opportunities to effectively participate in public affairs

57 Council of Europe (1992, 2009).

and democratic decision making, which is an essential condition for social cohesion."[58]

In May 2016, the Council of Europe Commissioner for Human Rights published an issue paper on migrant integration. This highlights the importance of political participation in promoting integration by expanding the electorate, boosting political participation rates for several migrant groups and improving the responsiveness of politicians to their local public's needs, while also serving to limit the far right's electoral success and impact.[59]

The number of non-EU citizens living in EU Member States was 19.8 million on 1 January 2015, representing 3.9 % of the EU-28 population, according to Eurostat.[60] The distribution of this population is uneven between Member States and between urban and rural areas.

The political rights granted to non-EU citizens differ across Member States (Figure 11). Migrant participation in decision making or consultation varies, especially at the local level. Voting rights or candidacy rights for national elections are provided for select categories of non-EU citizens in only Portugal and the United Kingdom. In Portugal, these rights are extended to citizens of Portuguese-speaking countries (e.g. Brazil) living in Portugal, provided they are registered to vote in Portugal.[61] In the United Kingdom, citizens of Commonwealth countries can vote, and stand as candidates, in national elections.[62]

At local level, 12 countries provide access to voting rights for third-country nationals (Belgium, Denmark, Estonia, Finland, Hungary, Ireland, Lithuania, Luxembourg, the Netherlands, Slovakia, Slovenia and Sweden). Of these countries, eight (Denmark, Finland, Ireland, Lithuania, Luxembourg, the Netherlands, Slovakia and Sweden) also allow third-country nationals to stand as candidates in local elections. In addition, three countries (Spain, Portugal and the United Kingdom) provide voting rights to a limited group of third-country nationals; Portugal and the United Kingdom also allow third-country nationals to stand as candidates.[63]

Non-EU citizens do not have the right to join political parties in 11 EU countries, mainly in central and southeastern Europe. Most other EU Member States have established such processes since the 1980s or 1990s. National consultative bodies including immigrant representatives exist in 10 EU Member States, but several pilot projects for consultation with immigrant representatives were identified – for example, in the Czech Republic, Hungary, Poland and Slovenia.

When looking in detail at limitations imposed on the political participation of third-country nationals in the EU, countries can be clustered into four groups. The first group (Austria, Bulgaria, Croatia, Cyprus, France, Greece, Italy, Latvia, Malta, Poland and Romania) does not provide any electoral rights to third-country nationals and has not put in place national consultative bodies. Five of these countries also do not allow third-country nationals to participate formally in political parties (Bulgaria, Croatia, Latvia, Poland and Romania). The second group (Hungary, Lithuania, the Netherlands, Slovakia, Slovenia and Sweden) does not provide voting or candidacy rights to third-country nationals at national level and has not put in place a national consultative body. However, third-country nationals are allowed to vote in local elections and – with the exception of Hungary – stand as candidates for election, although three of these countries (Lithuania, Slovakia and Slovenia) do not allow third-country nationals to formally join political parties. A third group of nine Member States (Belgium, the Czech Republic, Denmark, Estonia, Finland, Germany, Ireland, Luxembourg and Spain) has national consultative bodies, but third-country nationals are not allowed to vote at national level, although most of these countries provide voting rights at local level (Belgium, Denmark, Estonia, Finland, Ireland, Luxembourg and Spain with only limited rights). A fourth group, Portugal and the United Kingdom, provides voting and candidacy rights at local and national levels to select groups of third-country nationals.

Promising practice

Strengthening migrants' participation in the political process

In **Finland**, the iCount project *Uskalla vaikuttaa!* ('Make an impact!') of the Multicultural Associations network, which is funded by the EU's integration fund, aims to improve dialogue between immigrants, authorities and political parties, and to increase migrants' knowledge of the political system, strengthening their participation in the decision-making process. iCount was launched during the municipal elections of 2012 to inform third-country nationals about voting rights and the importance of voting. It did so by distributing campaign material, organising panel discussions, training volunteers and sharing information in schools, church gatherings and other social events.

For more information, see iCount's website.

58 Council of Europe (2016a).
59 Council of Europe (2016b).
60 See the Commission's webpage dedicated to Eurostat Migration and migrant population statistics.
61 Portugal (1976).
62 See the UK Electoral Commission's website.
63 For more detailed information, see European Union Democracy Observatory on Citizenship (EUDO) (2015); European Parliament (2013b).

Table 8: Access to political rights for third-country nationals (TCNs), by EU Member State

Member State	Access to voting rights at local level for TCNs	Access to candidacy at local level for TCNs	Access of TCNs to membership in political parties	National immigrant consultative bodies
AT	-	-	√	-
BE	√	-	√	√
BG	-	-	-	-
CY	-	-	√	-
CZ	-	-	-	√
DE	-	-	√	√
DK	√	√	√	√
EE	√	-	-	√
EL	-	-	√	-
ES	√*	-	√	√
FI	√	√	√	√
FR	-	-	√	-
HR	-	-	-	-
HU	√	-	√*	-
IE	√	√	√*	√
IT	-	-	√	-
LT	√	√	-	-
LU	√	√	√	√
LV	-	-	-	-
MT	-	-	√	-
NL	√	√	√	-
PL	-	-	-	-
PT	√*	√*	√	√
RO	-	-	-	-
SE	√	√	√	-
SI	√	-	-	-
SK	√	√	-	-
UK	√*	√*	√*	-
Total	**15**	**10**	**18**	**10**

Note: ** In Hungary, third-country nationals can become political party members, but only those with candidacy rights can become leaders or hold a position. In Ireland, political parties represented in the Dáil do not discriminate on ground of nationality and accept members, but certain parties link membership to voting rights. Spain provides limited voting rights at local level. Portugal and the United Kingdom provide voting and candidacy rights at local and national level to select non-nationals.*

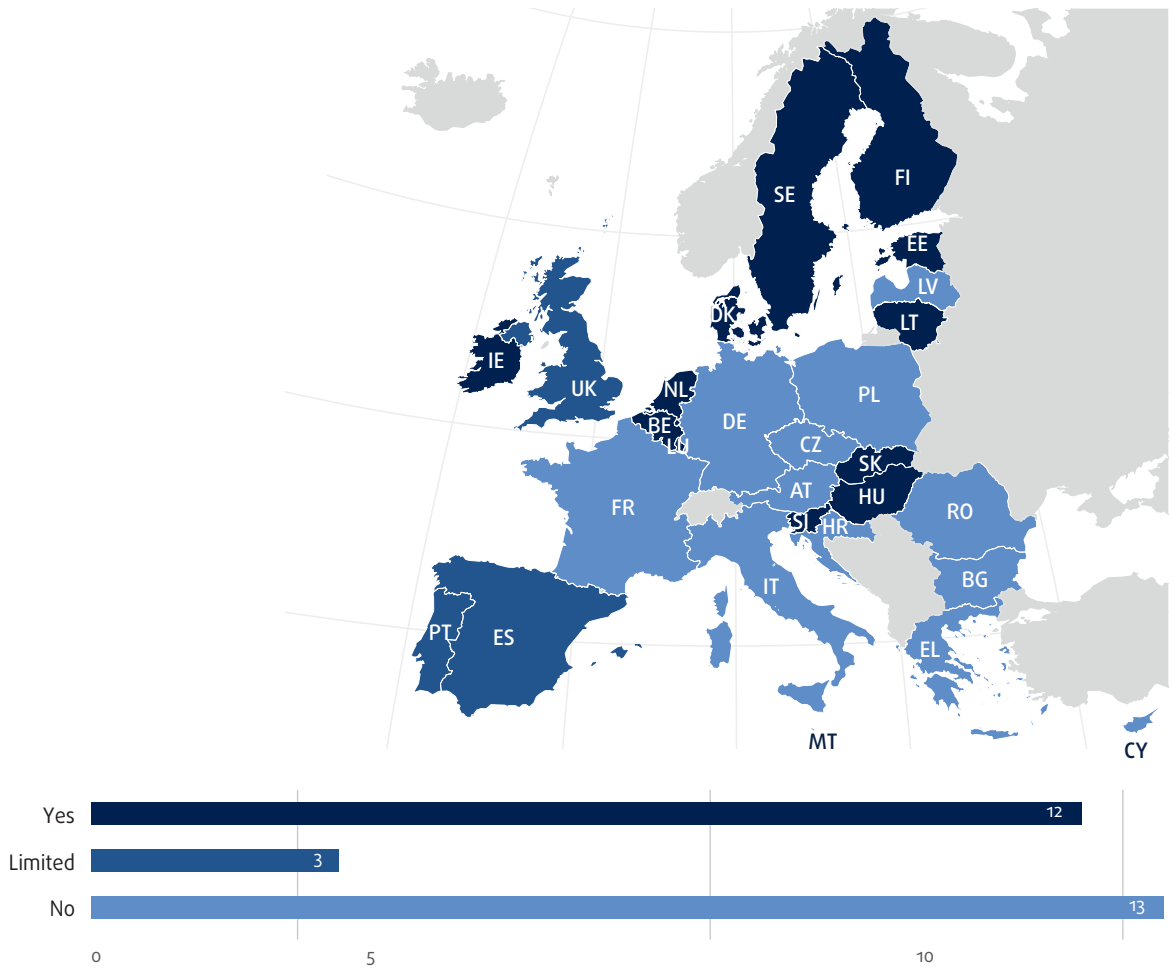
Source: *FRA, 2015 [2017] (data cross-checked and complemented using European Union Democracy Observatory (EUDO) on Citizenship and its Citizenship Law (CITLAW) indicators)*

Consultative bodies for migrant integration

Common Basic Principle No. 9 notes that immigrants should be allowed to have a voice in the formulation of policies that directly affect them, as this may result in policy that better serves immigrants and enhances their sense of belonging. In this context, the research found that 10 Member States (Belgium, the Czech Republic, Denmark, Estonia, Finland, Germany, Ireland, Luxembourg, Portugal and Spain) have established various types of national immigrant consultative bodies to foster structured dialogue between immigrant groups and governments (Figure 12). Many of these immigrant consultative bodies were established in the EU as far back as the 1980s, while several related pilot projects are emerging in countries such as the Czech Republic, Hungary, Poland and Slovenia.

The absence of consultative bodies in a country does not mean that there is no consultation with migrant

Figure 11: Third-country nationals' right to vote in local elections, by EU Member State



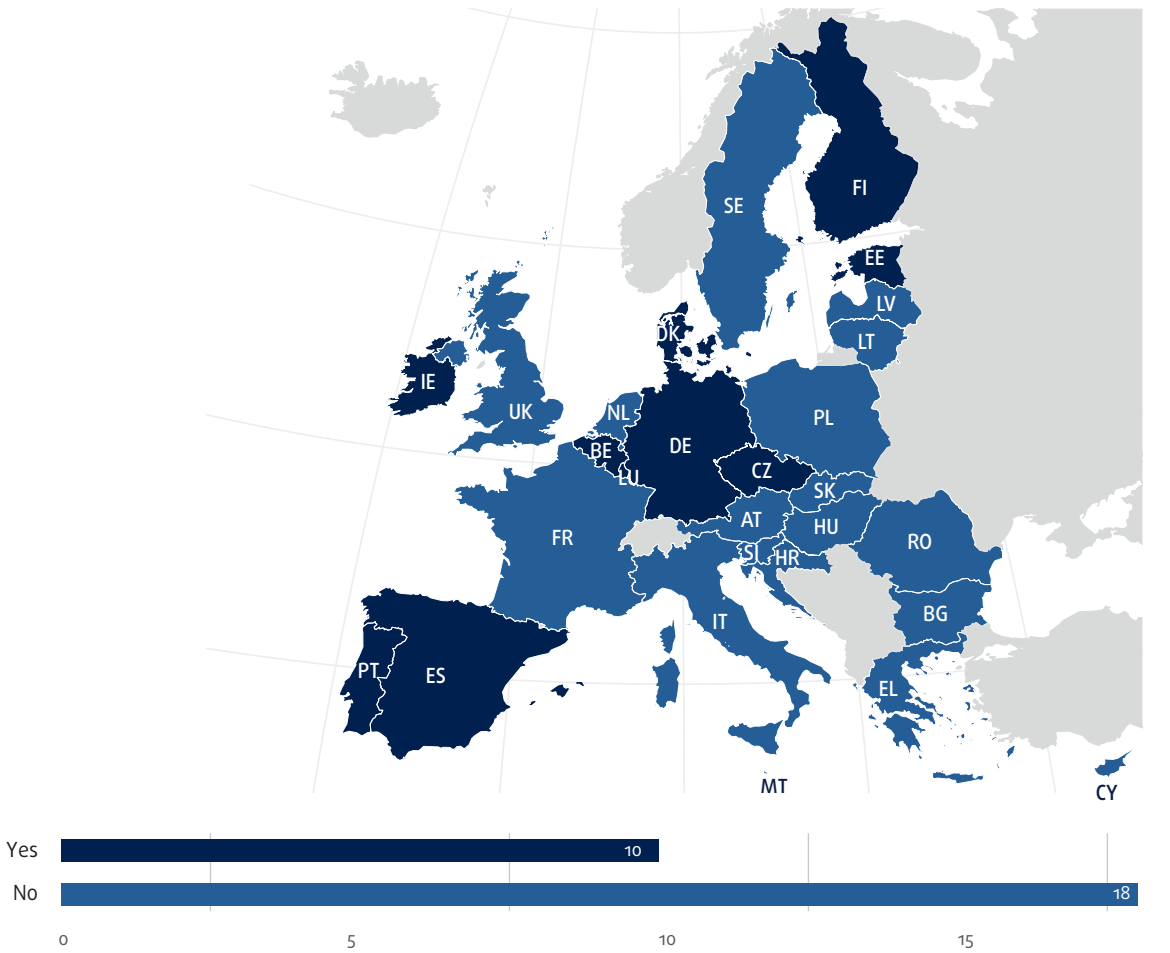
Source: *FRA, 2015 (cross-checked and complemented using the European Union Democracy Observatory (EUDO) on Citizenship and its Citizenship Law (CITLAW) indicators)*

communities. For example, in the Netherlands, consultations with representatives of migrant communities have reportedly continued after the dissolution of the relevant body (*Landelijk Overleg Minderheden*, LOM) in 2013.

In addition, the research identified such consultative bodies operating at local or regional level in several Member States (the Czech Republic, Denmark, Germany, Greece, Finland, France, Ireland, Italy, Latvia, Luxembourg, Poland, Spain, Sweden and the United Kingdom). For example, in Italy, by March 2013, research had identified 14 regional councils, 48 municipal councils and 19 provincial councils. In Luxembourg, local consultative bodies (*Commissions consultatives Communales d'Integration*, CCICs) were established by law in 2008 and their function was established by Grand Ducal Decree in 2011. Consultative bodies operating in cities throughout the country can be found in Belgium (Flanders and Brussels), Denmark, Germany, Greece and Italy.

Consultative bodies usually include representatives of the largest immigrant groups, although this depends on the level of self-organisation of the immigrant communities, which is relatively low in new destination countries. FRA's research shows that the composition of such national bodies in the Czech Republic (including national minorities), Denmark, Germany, Luxembourg and Portugal was developed after extensive networking with representatives of immigrant communities. In around half of these bodies, representatives are elected by migrants or selected by their organisations, and for the rest, public authorities appoint representatives based on expressions of interest or their own contacts.

Figure 12: National immigrant consultative bodies, by EU Member State



Source: *FRA,2015 (cross-checked and complemented using European Union Democracy Observatory (EUDO) on Citizenship and its Citizenship Law (CITLAW) indicators)*

Citizenship policies

Common Basic Principle No. 6 notes that the prospect of acquiring Member State citizenship can be an important incentive for integration. The Commissioner for Human Rights has also stressed that political participation and citizenship are key complementary strategies to promote integration in many areas of life, noting that the path to citizenship is often highly discretionary and costly. The Commissioner argues that citizenship policies are important factors driving naturalisation rates for migrants from developing countries, which can improve migrants' well-being in a variety of ways. These include increasing reporting rates and protection against discrimination, as well as opportunities for free movement in the EU.[64]

Member States have exclusive authority to establish the rules regarding access to citizenship, which differ widely across the EU depending on citizenship of origin, country of birth, length of stay in the country, language proficiency, etc.[65] Eurostat records the number of persons granted citizenship in EU Member States and yearly trends.[66]

Most Member States do not grant citizenship to children born to foreign citizens upon birth as a direct or automatic entitlement. In Belgium, Germany, Ireland, Portugal and the United Kingdom, this is possible with additional requirements, such as the length of parents' legal residence in the country. In some Member States, citizenship can be obtained by those born in the country through a more favourable path, if they fulfil certain requirements linked to birth or education. A more comprehensive and refined collection of indicators on access to citizenship can be accessed on the website of the European Union Democracy Observatory on Citizenship.[67]

64 Council of Europe (2016b), p. 31.

65 Vink, M. and de Groot, G.R. (2016).

66 Eurostat provides interactive maps and overviews of statistics concerning acquisition of citizenship in the EU-28.

67 See European Union Democracy Observatory on Citizenship's website.

Promising practice

Supporting citizenship applications

Funded by the Irish government, the Irish Citizen Application Support Service (CASS) provides legal counselling to all Irish citizenship applicants. CASS provides support and guidance for those completing the application process, to reduce the processing time for citizenship applications. Services include a helpline and one-to-one advice service. The offices are in Dublin, but available to all applicants throughout **Ireland**, and the helpline is national.

For more information, see the New Communities Partnerships' webpage on this service.

Conclusions

Acknowledging that migration is a permanent feature of European society, the European Union recognised the importance of migrant integration for social inclusion and growth more than a decade ago. In 2004, this prompted the Council of the European Union to issue a set of Common Basic Principles for Immigrant Integration Policy.

However, despite a multitude of legal, policy and funding instruments, these principles have only partially been implemented. FRA's research found insufficient reference to the first and guiding Common Basic Principle – which defines integration as a 'two-way process' – in national integration policies and action plans. This guiding principle sets the EU's human rights-compliant paradigm: not merely expecting compliance with our rules and values, but also offering migrants real opportunities to participate in a meaningful way in the society they have chosen to live in, treating them equally and making them feel part of society rather than tolerated guests.

Young migrants and young people of migrant origin require particular attention in integration policies. A most alarming finding is the evidence of school segregation in national-level reports and studies in at least half of the EU Member States. School segregation and residential overconcentration can lead to marginalisation and the creation of parallel social spaces. Segregation means that a child does not grow up in a diverse, mixed community, by playing and socialising with kids of other ethnic backgrounds and walks of life, feeling safe, accepted and respected. This poses a grave risk, namely: that instead of living together, we end up living apart.

FRA's examination of national integration action plans and strategies among the Member States shows that these lack a specific focus on migrant youth and the second generation, despite the integration difficulties such individuals face. Targeted integration policies and actions are key to addressing the challenges and risks of their marginalisation, alienation and exclusion from the main society. Integration measures can promote their societal participation and allow them to develop their full human potential and to contribute to the societies they live in.

Educational systems have a particular responsibility to find ways for schools to better reflect the ethnic, cultural and religious diversity of their students and to provide equal opportunities for higher educational achievement. The EU and its Member States implement important policies, such as the Youth Guarantee Scheme, to tackle youth unemployment, but it is necessary to find ways of ensuring that young people of migrant origin benefit from such opportunities.

National integration policies must respect fundamental rights fully, in particular with regard to equal treatment. Current EU law does not require Member States to legislate against discrimination based on nationality, but the impact of integration policies could be strengthened by using a legal framework that bans nationality-based discrimination – a form of discrimination that can easily become a proxy for ethnic or racial discrimination.

A growing proportion of migrants are women. FRA's research found little reference to gender in national policies and action plans. Although such measures may be included in more general equality policies, it is important to include specific reference to gender issues within national integration policies, to foster gender equality while at the same time respecting gender-based cultural and religious diversity in migrant communities, as well as among the general population.

The need to respect the rights of migrant workers can be better reflected in national integration policies that focus primarily on training and access to employment. In this regard, social partners – especially trade unions – could be more involved in integration initiatives, provided this is adequately reflected in national integration policies and action plans.

There is no doubt that political rights – including the acquisition of citizenship – are a major driver for migrant integration, helping to foster their participation in public life. As academic research and desk research data collected for this report have shown, naturalisation policies emerge as a predictor of these Member States' overall approach to integration.

Finally, while Member States can take various steps to strengthen their national integration policies, integration is a phenomenon that primarily takes place locally – in schools, workplaces, places of worship, sports clubs, and the like. Close operational co-ordination between different levels of government is therefore vital to ensure that national integration policies are implemented effectively.

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Integrating migrants, refugees and their descendants is of critical importance for the future of the European Union. This report examines Member States' integration policies and action plans for promoting their participation in society, focusing on non-discrimination, education, employment, language learning and political engagement. The current political climate provides fertile ground for toxic narratives that turn immigrants into convenient scapegoats. But such communities also present an enormous opportunity, and more can be done to capitalise fully on their potential. By highlighting both promising practices and shortcomings in Member State efforts to foster participation by migrants and their descendants, this report aims to encourage determined and effective action towards building a Europe that is truly inclusive, rights-based and fair.

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