

EUROPEAN MINISTERIAL CONFERENCE ON INTEGRATION
(ZARAGOZA, 15 and 16 APRIL 2010)

DRAFT DECLARATION

Recalling the Thessaloniki European Council Conclusions of 19 and 20 June 2003 and the Brussels European Council Conclusions of 4 and 5 November 2004 on The Hague Programme, which emphasized the importance of integration in the context of a comprehensive European migration policy,

Recalling the Council Conclusions of 14 October 2002 on the integration of third-country nationals where the Council encouraged the creation of National Contact Points on Integration (NCPI),

Recalling the Common Basic Principles (CBP) for Immigrant Integration Policy in the European Union adopted by the Council and the Representatives of the Governments of the Member States on 19 November 2004,

Recalling the Conclusions of 1 December 2005 by the Council and the Representatives of the Governments of the Member States on a Common Agenda for Integration,

Recalling the European Fund for the Integration of third-country nationals for the period of 2007-2013 established as part of the General Programme “Solidarity and Management of Migration Flows” by Council Decision 2007/435/EC of 25 June 2007,

Recalling the Conclusions of 12 June 2007 on the strengthening of integration policies in the European Union by promoting unity in diversity, adopted by the Council and the Representatives of the Governments of the Member States as a follow-up to the exchange of views at the informal meeting of EU Integration Ministers in Potsdam on 10 and 11 May 2007,

Recalling the Conclusions regarding integration policies in the European Union, adopted by the Council and the Representatives of the Governments of the Member States as a follow-up to the exchange of views at the informal meeting of EU Integration Ministers in Vichy on 3 and 4 November 2008,

Recalling the European Pact on Immigration and Asylum, adopted by the European Council of 15 and 16 October 2008,

Recalling the Council Conclusions of 26 November 2009 on the education of children with a migrant background,

Recalling the Stockholm Programme, approved by the European Council on 10 and 11 December 2009, which states that the successful integration of legally resident third-country national remains the key to maximising the benefits of immigration and defines strategic guidelines in this field,

Recalling that although European cooperation in the field of integration has developed dynamically over the last years, a new stage of cooperation started with the introduction of a specific legal basis for integration in the Treaty of Lisbon which allows Member States to make further progress in this area,

Recalling that the objective of granting comparable rights, responsibilities, and opportunities for all is at the core of European cooperation in integration, and that integration is a dynamic, two-way process of mutual interaction, requiring not only efforts by national, regional and local authorities but also a greater commitment by the host community and immigrants,

Taking into account that especially Member States with a high rate of immigrant population are faced with a wide range of integration challenges,

Taking into account the economic and financial crisis, the subsequent recovery process, as well as "EU 2020" with the aim of making sustainable growth possible by empowering people in inclusive societies,

Taking into account the Commission Communication of 3 March 2010 "EUROPE 2020", A European Strategy for smart, sustainable and inclusive growth" that highlights the need to design a new agenda for migrant's integration to enable them to take full advantage of their potential,

Taking into account the European Social and Equality Agenda for 2011-2015, placing particular emphasis on gender equality and reducing inequalities in the work place,

Ministers agree to focus and explore the key aspects of integration as a driver for development and social cohesion by incorporating integration issues in a comprehensive way in all relevant policy fields and by giving particular attention to the following areas:

I. Employment and Education

CBP no. 3 "sees employment as a key part of the integration process that is central to the participation of immigrants in the host society. In its Communication of 17 June 2008, "a Common Immigration Policy for Europe: Principles, actions and tools" the Commission underscored the importance of immigrants being given opportunities to participate and develop their full potential. This is facilitated by appropriate mechanisms for the recognition of professional qualifications immigrants have acquired outside the EU. Immigrants' integration should be improved by further strengthening the mainstreaming aspect of integration policies, such as civic participation, integration into the labour market, social inclusion, anti-discrimination and equal opportunities.

Additionally, the Communication of 1 September 2005 on "A Common Agenda for Integration" suggested that Member States should develop integration policies adapted to the labour market; implement legislative instruments regarding rights of access to employment and the legal status of third-country nationals and long-term residents, find new ways to recognise qualifications, training or professional skills and work experience of immigrants under existing legislation and envisage appropriate actions in order to follow up the impact of national reform programmes concerning the integration of immigrants into the labour market.

Immigration has played an important part in the development of the EU's Lisbon Strategy for growth and jobs, which recognises that appropriate management of economic immigration is essential to increasing the EU's competitiveness. This has also been recognised by the March 2008 European Council conclusions, which stress that "the employment and social impact of the migration of third-country nationals should be addressed when developing a common immigration policy"¹.

The same European Council highlighted the role economic migration can play in meeting the needs of the labour market and contributing to a reduction in skills shortages. It also asked the Commission "to present a comprehensive assessment of the future skills requirements in Europe up to 2020, taking account of the impacts of technological change and ageing populations, and to propose steps to anticipate future needs".

The Commission in its Communication of 19 December 2008, "New Skills for new jobs: Anticipating and matching labour market and skills needs", stressed the need, in view of the economic and financial crisis affecting European labour markets, to reinforce human capital, enhancing it at all levels and anticipating and accommodating the needs of the labour market, considering especially, a gender equality perspective and education and training issues.

Various studies show that the employment rate is low for migrant women especially during the first three years in the host country. For this reason, there is a strong need to monitor the gap as well as to provide early assistance to migrants, women in particular.

In light of this, it would also be useful to further explore the core concept of human capital, seen as a collection of intangible assets which includes knowledge, abilities and skills (formal and informal) that people have acquired through education and training. Furthermore, the concept of human talent, understood as "an economic resource that allows the creation of new goods, services, ideas, knowledge and technologies, culture and wealth" could be used as a core perspective for integration, enabling the formulation of cross-sectoral policies that link employment, education and training.

¹ Point 14 of the Presidency's Conclusions, Brussels 13 and 14 March 2008.

Education is undoubtedly an essential element in the EU's fight against social exclusion and discrimination. Experiences and knowledge generated through education can and must be used to create an enriched coexistence based on solidarity, tolerance, and respect among all members of society.

The European Union, in an effort to guarantee social stability and cohesion, has stressed the urgent need to improve the quality of education and training systems. The aim of this is not only to contribute to the educational success of children, young people and adults, but also to equip teachers and teacher-trainers with the skills needed to work with children and adults with a migrant background. The central importance of education is also recognised by CBP no. 5, which states that “efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society.”

The third edition of the Handbook on Integration for Policy Makers and Practitioners also deals with the importance of improving education systems, investing in pupils and facilitating the transition to higher education and the labour market.

Despite these efforts, there is clear and consistent evidence from both national indicators and international studies that many migrant children continue to fare less well in terms of educational outcomes than their peers. In order to enable all children to reach their full potential and to make the most of cultural diversity in our societies education systems should develop inclusive and comprehensive policies, taking into consideration that efforts made by immigrants themselves are also of great importance. In this context, particular importance should be given to language training. Additionally, the active involvement of parents in their children's schooling is of crucial importance, starting with early childhood and basic schooling.

It is also necessary to consider the advantages of developing common European modules that can be used as a reference for introduction and language sessions, involvement of the host society, participation of immigrants in local life and various other aspects of the integration process.

The Council Conclusions of 12 May 2009 endorse a strategic framework for European cooperation in education and training for the period 2010-2020 ("ET 2020"). The strategic objectives include making lifelong learning and mobility a reality; improving the quality and efficiency of education and training; promoting equity, social cohesion and active citizenship and enhancing creativity and innovation, including entrepreneurship, at all levels of education and training.

The Council Conclusions of November 2009 on the education of children with a migrant background invited Member States to set up or strengthen anti-discrimination mechanisms, improve the quality of instruction in schools and reduce differences between them, including efforts to attract and keep the best teachers in underperforming schools, increasing access to high-quality early childhood education and care, developing adequate policies for teaching the host-country language. Member States invited the Commission among others to ensure that issues relating to the education of children with a migrant background are adequately reflected in the social protection and social inclusion process.

It should be the aim of education and training systems "to ensure that all learners - including those from disadvantaged backgrounds, those with special needs and migrants - complete their education". Being an immigrant or a descendant of an immigrant should not constitute an obstacle to a professional career or social mobility.

As diversity is a structural feature of our societies, the management of diversity in both education and employment is of essential importance. Comprehensive measures need to be taken to foster sustainable integration policies.

II. Comprehensive participation: Diverse Districts

At the Ministerial Conference in Potsdam in May 2007, the EU Integration Ministers confirmed the importance of intercultural dialogue as an instrument for fostering the integration of people from different origins, cultures and religions. In adopting the subsequent Council Conclusions on 12 and 13 June 2007, Member States agreed to begin a regular exchange of experiences in this field.

Further to this the conclusions of the Ministerial Conference, that took place in Vichy on 3 and 4 November 2008, emphasised the role of local authorities and cities in dealing with intercultural challenges and developing and implementing integration programmes.

Considering that cities and their districts are privileged areas to foster intercultural dialogue and promote cultural diversity and social cohesion, it is important for local governments to develop and obtain capacities to better manage diversity and combat racism, xenophobia and all forms of discrimination. For that purpose, they should aim to develop tools that help them to design public policies adapted to the diverse needs of the population. In this context, it is necessary to take into account the spatial dimensions of integration challenges, such as segregated neighbourhoods. In order to fight inequality, it is necessary to invest in districts with a high immigrant concentration.

Diversity can be adequately managed if it is based on a core methodology that guarantees efficacy of services. This is also reiterated in CBP no. 6 which states that the “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”. Moreover, CBP nos. 7 and 9 stress the importance of the existence of participative mechanisms that involve both immigrants and citizens of Member States. A broad concept of civil society must be considered, highlighting the role of migrant associations. The process of integration can be facilitated through the joint participation of immigrants and host community in civil society organisations and the development of partnerships with local communities which can contribute to a climate of mutual understanding, trust and cooperation.

To incorporate integration issues in all relevant policy areas guaranteeing appropriate cooperation and coordination between different levels of government and public administration (European, national, regional and local) is essential. Mainstreaming integration is important in order to develop inclusive policies that should provide for specific measures whenever necessary and feasible.

III. Evaluation of integration policies

Since the adoption of the Hague Programme (2004), the importance of evaluating integration policies has been stressed. CBP no. 11 refers to the need to "develop clear goals, indicators and evaluation mechanisms in order to adjust policy and evaluate progress on integration".

The Council Conclusions adopted following the Potsdam ministerial conference in May 2007 invited Member States to promote the development of common indicators that could be used by Member States on a voluntary basis in order to assess integration policy outcomes. Building on this, the Council Conclusions following the ministerial conference in Vichy in November 2008 regarded the evaluation of integration policies as a priority at European level and encouraged regular exchanges on both methods and results that could lead to the identification of indicators. Member States gave a commitment, at the ministerial conference in Vichy, to support Germany's initiative to organise a conference on integration policy evaluation and formal identification of indicators in 2009. That Conference took place in Berlin where a document was agreed by five Member States.

The Stockholm Programme in the area of freedom, security and justice for the period 2010-2014 (2009) calls for the "development of core indicators in a limited number of relevant policy areas (e.g. employment, education and social inclusion) for monitoring the results of integration policies in order to increase the comparability of national experiences and reinforce the European learning process".

The conclusions of the expert meeting organised by the Swedish Presidency in Malmö on 14 and 16 December 2009, (attached in the annex) present the results of a process to identify European core indicators.

On the basis of the principles stated in this declaration, Ministers agree:

1. To further develop the core idea of integration as a driver for development and social cohesion. In order to do this, it is essential to continue developing a policy in the short and long term which should include a comprehensive and transversal approach to integration.

2. To stress the need to develop a new agenda on integration, including a coordination mechanism as proposed in the Stockholm Programme which would improve structures and tools for European knowledge exchange and facilitate mainstreaming of integration priorities in all relevant areas.
3. To incorporate integration issues in all the relevant policy areas, ensuring dialogue, institutional coordination and mainstreaming and the involvement of the different levels of administration (European, national, regional and local level) in the process of integration. Further to this, cooperation and synergies at EU level between Ministers in charge of relevant policy areas should be encouraged, taking into account the specific institutional and operational context of each Member State.
4. To reiterate the importance of the National Contact Points on Integration in promoting the integration of immigrants at both European Union and Member State level and to strengthen their role in the development of structures and tools, in promoting an open exchange of ideas with regard to all integration challenges with which Member States are confronted, and in coordinating with other relevant policy areas.
5. To welcome the opportunities created by the Treaty of Lisbon to further develop European cooperation on integration, with the full involvement of the European Parliament.
6. To welcome the Commission's Report to the Ministerial Conference, "The Consolidation of the EU framework on integration" as an important contribution to the debate.
7. To welcome the third edition of the Handbook on Integration for Policymakers and Practitioners as a contribution to developing good practices in key integration areas, such as mass media, awareness raising and migrant empowerment, dialogue platforms, citizenship, youth, education and the labour market and to build on this successful learning process, and to make full use of the information available on the European Website on Integration in developing future integration initiatives, and to actively contribute to the exchange of information and learning experiences.

8. To underline the importance to analyse the results achieved in the context of the development of the European Fund for the Integration of third-country nationals.
9. To view cultural diversity as an opportunity for social and economic development in Europe and as a tool for fighting discriminations, and to adopt a comprehensive approach involving various key stakeholders in order to encourage diversity management and the exchange of experiences as well as entrepreneurial actions.
10. To develop the concept of “human capital” by ensuring a cross-sectorial approach covering *inter alia* education, employment and life-long learning programmes. This approach would help monitor the impact of national reform programmes, guaranteeing access to quality education, including language learning, promoting the gender perspective, finding new ways to recognise qualifications, training or professional skills and work experience of the immigrants, and promoting equity in the labour market in order to avoid segmentation.
11. To stress the importance of developing common European modules that can be used when establishing national or local integration policies, including essential elements such as introductory courses and language classes, a strong commitment by the host community and the active participation of immigrants in all aspects of collective life.
12. To recognize the positive aspects of migration, especially in the context of the economic and financial downturn within Europe, and to continue to promote methods that help to fight racism and xenophobia and all forms of discrimination in our societies. Clear evidence, facts and innovative experiences of creativity, solidarity and attitudes towards living together need to be emphasised in order to meet the challenges related to migration.
13. To involve civil society, by recognising its active role within the two-way process of mutual interaction by all immigrants and citizens of the Member States. The establishment of networks, and of dialogue and exchange involving civil society organisations should be promoted, taking note of the work of the European Integration Forum, which in November 2009 discussed 'Common EU priorities for a cross-cutting integration policy' touching upon, in particular, education and employment. This platform should continue to be involved in providing input for future initiatives in the field of integration at the EU level.

14. To strengthen local initiatives and civic participation investing in districts with a high immigrant concentration in order to create a sense of belonging as it is vital that immigrants participate in all aspects of social, economic, and cultural life.

15. To promote the launching of a pilot project with a view to the evaluation of integration policies, including examining the indicators proposed in the Annex to this document and analysing the significance of the defined indicators taking into account the national contexts, the background of diverse migrant populations and different migration and integration policies of the Member States, and reporting on the availability and quality of the data from agreed harmonised sources necessary for the calculation of these indicators. It is also important to promote evaluation mechanisms at local and regional level.

Swedish Presidency conference conclusions on indicators and monitoring of the outcome of integration policies

Basics

Indicators refer to a limited number of simple, quantitative elements indicating important developments within vital fields of integration policy. The function of the indicator is to give an overview of, and the possibility to monitor the situation, and to indicate if something essential is happening, considering that integration is an ongoing process irrespective of different interventions. For monitoring the outcome of integration policies, outcome indicators will be used.

European core indicators on integration will primarily be based on currently available official statistics and on quantitative data, which may be obtained from surveys or administrative data sources. These may be supplemented by qualitative or subjective data, such as results of perception studies. Member States can agree on development options in areas considered important in which it would be desirable to further develop comparable data in the future.

In some areas, data sources have already been harmonised and are available for most countries. In areas of relevance for integration, in which common indicators have already been identified, these indicators will primarily be used.

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.

Recognising differences in target groups of Member States' integration policies, and in order to maximise the added value of the indicators, data will be presented for either foreign born² or third country nationals³, and both where possible.⁴ Third country nationals are the target of EU cooperation in the area of integration. Data on the descendents⁵ of foreign born nationals should also be presented when available. The longer-term goal is to ensure full comparability between all Member States.

Policy areas and indicators

A limited number of policy areas of relevance for integration have been identified as priority areas at present, building on national experiences and key areas for the common basic principles. Employment is a vital part of the integration process, and efforts in education are essential in helping immigrants to become successful and more active participants in society. 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.

² This group includes persons who were born either in the EU or in a third country. They can have the citizenship of: (1) the host country, (2) another EU country or (3) a third country.

³ This group consists of: (1) native-born not having citizenship, (2) born in another EU country, (3) born in a third country.

⁴ These groups should not be compared with each other. 'Third country citizen' is not used interchangeably with 'foreign born'. The two groups are heterogeneous categories; in order to obtain valuable information a further breakdown is necessary.

⁵ 'Descendents' refers to persons with one or two parents born abroad. A distinction is needed between persons with both parents born abroad, often referred to as 'second generation', and persons with one parent born abroad, persons with a 'mixed background'.

In order to reinforce the European learning process, core indicators will provide a basis for monitoring the situation of immigrants and the outcome of integration policies. They will be a complement to national indicators and reinforce the basis for evaluations at national level.

These indicators should build on broad political consensus to ensure independence of temporary policies as well as long and stable time series in terms of the collection of data.

The indicators presented in the annex are:

- based on existing and comparable data for most Member States;
- limited in number;
- comparable in time;
- productive and cost-effective;
- simple to understand and easy to communicate; and
- focused on outcome.

Development

In order to achieve the goal of increased comparability, Member States should strive towards the use of coherent and coordinated definitions. In terms of quality of analysis, data should be gender and age specific and data on the socio-economic situation should be included. Indicators based on qualitative or subjective data should be further developed. Existing EU surveys should be further developed in order to ensure more accurate and comparable coverage of immigrants.

Some issues have been identified as areas for development. Member States should strive to explore to what extent it is possible to compare experiences and collect data on these issues as well as their relevance for integration policies.

To ensure effectiveness, the use of the indicators needs to be complemented by contextual analysis at national and EU level. Analysis of national contexts (e.g. history, socio-economic situation, type of immigration, social safety net) will be needed for the interpretation of results when monitoring at EU level. The indicators should consist of elements that are commonly understood as important and for which a certain outcome is desirable.

Policy area	Indicators
Employment	Core indicators: <ul style="list-style-type: none"> • employment rate⁶ • unemployment rate⁷ • activity rate⁸
Education	Core indicators: <ul style="list-style-type: none"> • highest educational attainment (share of population with tertiary, secondary and primary or less than primary education)⁹ • share of low-achieving 15-year-olds in reading, mathematics and science¹⁰ • share of 30–34-year-olds with tertiary educational attainment¹¹ • share of early leavers from education and training¹²
Social inclusion	Core indicators: <ul style="list-style-type: none"> • median net income – the median net income of the immigrant population as a proportion of the median net income of the total population¹³ • at risk of poverty rate – share of population with net disposable income of less than 60 per cent of national median¹⁴ • the share of population perceiving their health status as good or poor¹⁵ • ratio of property owners to non-property owners among immigrants and the total population¹⁶
Active citizenship ¹⁷	Core indicators: <ul style="list-style-type: none"> • the share of immigrants that have acquired citizenship • the share of immigrants holding permanent or long-term residence permits • the share of immigrants among elected representatives

⁶ Source: EUROSTAT/Labour Force Survey

⁷ Source: EUROSTAT/Labour Force Survey

⁸ Source: EUROSTAT/Labour Force Survey

⁹ Source: EUROSTAT/Labour Force Survey

¹⁰ Source: OECD/PISA

¹¹ Source: EUROSTAT/Labour Force Survey

¹² Source: EUROSTAT/Labour Force Survey

¹³ Source: EU-SILC

¹⁴ Source: EU-SILC

¹⁵ Source: EU-SILC

¹⁶ Source: EU-SILC

¹⁷ There is currently no unified view among Member States on indicators in the area of active citizenship. Member States' views differ in relation to the different views, goals and regulatory frameworks of integration policies in the respective Member States. The area of active citizenship is, however, an important area of development, considering that the participation of immigrants in the democratic process as active citizens supports their integration and enhances their sense of belonging.

Areas and indicators of development which most or all Member States consider important to monitor (although comparable data is currently lacking) include:

- the share of employees who are overqualified for their jobs¹⁸;
- self-employment¹⁹;
- language skills²⁰;
- experiences of discrimination²¹;
- trust in public institutions²²;
- voter turnout among the population entitled to vote²³; and
- sense of belonging²⁴.

Indicators based on qualitative or subjective data should be further developed.

Examples of existing data sources to be used and further explored are: the Labour Force Survey (LFS), the EU Survey on Income and Living Conditions (EU-SILC), the Census, the Programme of International Student Assessment (PISA), the European Social Survey (ESS), the European Value Survey (EVS) and the Eurobarometer. In some cases, European indicators have been identified. The possibility of making use of these is being further explored. Social inclusion indicators identified by the EU Social Protection Committee are an example.

¹⁸ Data source: EUROSTAT/Labour Force Survey, indicator can be calculated only for broad qualification groups.

¹⁹ Source: EUROSTAT/Labour Force Survey

²⁰ No data available in EUROSTAT.

²¹ No data available in EUROSTAT.

²² No data available in EUROSTAT.

²³ No data available in EUROSTAT.

²⁴ No data available in EUROSTAT.