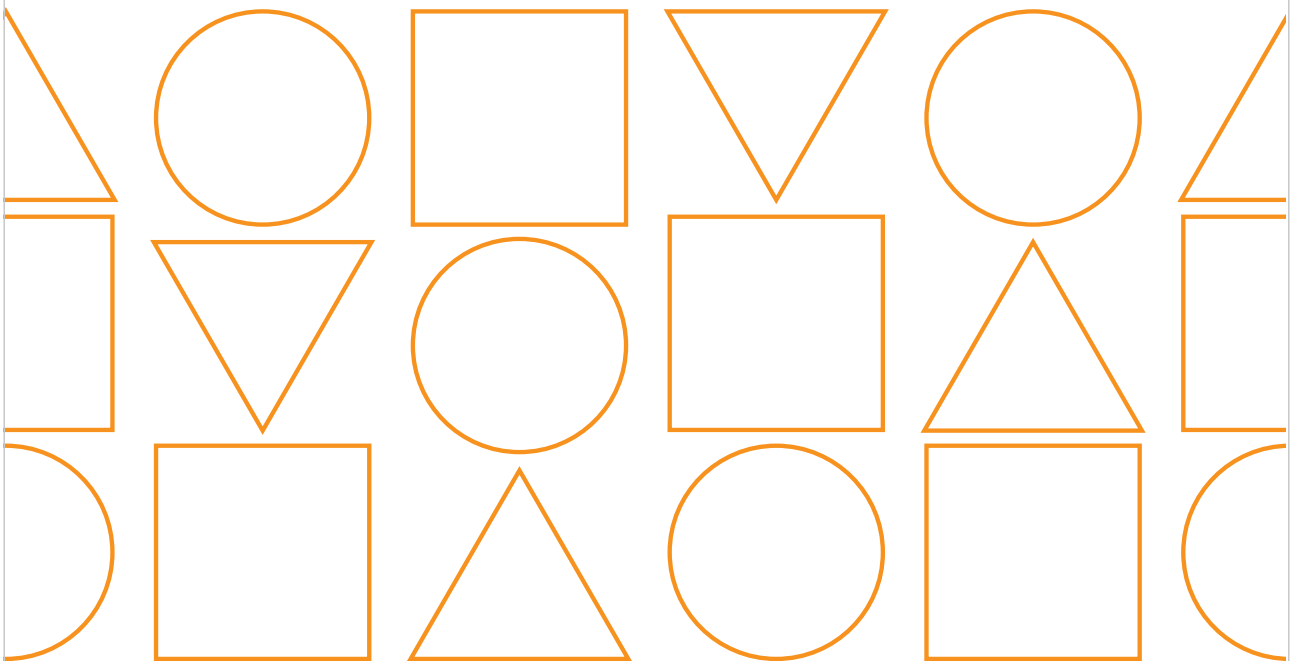




Migrant citizenship Shaping integration agendas in Europe



European Programme for Integration and Migration
A NEF project managed by MPG
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Section A

Introduction

- 1 The Network of European Foundations (NEF) was created to act as an operational platform to launch and implement transnational initiatives between foundations and to give a European perspective to them. NEF is a voluntary structure for cooperation and its various initiatives are open to participation by foundations throughout Europe. The mission of NEF is to act as a catalyst to promote systemic social change, and, where relevant, to influence the developing European policy agenda on issues of common concern.

Context

- 2 The context in which the idea to create the European Programme for Integration and Migration (EPIM) was developed is two-fold:
 - In December 2004, at the initiative of the Dutch government, the EU Member States established together a set of Common Basic Principles on Integrationⁱ (CBPs) to guide the further development of policies in the area of integration and migration. While some of the principles have a constructive, open expression, the text is somewhat defensive, reflecting the fact that it was essentially developed by governments alone, with limited participation of civil society and little opportunity for contributions from the local and regional levels where most of these issues have to be faced in practice. As of today, the CBPs remain almost unknown, and unused, in European Member States. How can we breathe life into these principles? How can civil society support the EU, national and local authorities to embed these principles in their policies? How can civil society be mobilised to engage the range of stakeholders to invest in positive integration policies along the lines of the CBPs? How can we make sure that the new European Integration fund proposed by the European Commission is spent well?
 - In spite of the increasing focus by governments on the importance of economic migration, linked directly to labour shortages and demographic trends in Europe, there is increasing evidence of xenophobia and racism in our societies. Anti-Semitism and Islamophobia are both causing widespread concern, as right-wing movements gain political ground. The need to encourage positive public attitudes towards investment in integration policies is thus of paramount importance at a time when there is so much questioning, fear and insecurity generating difficult conditions to achieve effective integration.
- 3 In 2006/7, the follow up to the CBPs will be on the policy agenda in all European countries. The proposals from the European Commission have been recently issuedⁱⁱ. *What is needed now therefore is to initiate complementary action and advocacy in the different Member States and at European Level.* A background commentary on the European context, prepared for NEF by MPG

(Migration Policy Group), follows in section B of this note.

Objectives

- 4 The central objectives of the EPIM project are:
 - to open up debate and encourage broader commitment to the development of constructive integration policies at the EU level and to promote effective linking of these policies with those of Member States at both the national, regional and local levels; and
 - to engage the widest possible range of stakeholders in society in this process with a view also to embedding constructive integration policies and practices in other social and economic programmes.
- 5 To achieve these objectives, the project aims at:
 - building stronger cooperation between foundations active in this field so as to secure much greater impact from their work through pooling of ideas and know-how and also greater European-wide visibility of their distinctive contributions; and
 - creating a clearing-house of good innovative practices and initiatives so as to facilitate the transfer of experience between foundations in a transnational European perspective with a special concern to illustrate to a wide public practical measures which can make a real difference.
- 6 In this perspective, two complementary approaches are proposed: the mounting of a series of consultations in Member States and support for more effective advocacy and development activities of European and national NGOs in the field of integration and migration.

Activities

Consultations

- 7 The objective of the series of consultations which are planned is as follows:
 - to create a stronger dialogue engaging the different levels (“up and down”) in exploring the linkage with the European policy agenda on integration (in particular the CBPs);
 - to contribute to the development of constructive integration policies and practices which assist in building greater cohesion;
 - to breathe life into the application of the Common Basic Principles and their further development; and
 - to highlight the contributions of foundations in this field.
- 8 Consultations will be held over the period 2006/7 in up to 10 countries. The focus of each consultation will reflect the special

interests of the foundations involved, and involve presentations of their experience in contributing to integration policy. It is hoped in this way to secure coverage of a range of the key themes embraced under the overall umbrella of integration policy (eg. early childhood education, social inclusion, housing, active citizenship, transition from school to work, start-up of new firms, etc).

- 9 Each consultation will be funded by a foundation(s) in the member state, and may be sponsored or organised by that foundation or by several foundations in collaboration with civil society organisations. Each event will have a local/national flavour, but also a European dimension to its deliberations. At each consultation, experts from the European level will be invited to participate and assist in building European awareness. In addition to this, experts from other countries will be invited to take part so as to create a strong transnational link.
- 10 MPG has been contracted to act as the underpinning and supporting team to this series of consultations. MPG will assist foundations in drafting consultation scenarios and 'to do' lists and coordinate with the designated consultation coordinators to discuss the theme of the consultations as well as speakers and participants, and to agree on an agenda and a consultation programme. MPG will also provide a common format for consultations, which should allow for consistency and cohesion while recognising that specific country contexts may differ.
- 11 In planning these consultations, the aim will be to mobilise other foundations active in this field as well as the different stakeholders (national, regional and local authorities, NGOs, trade unions, employers, academics and religious groups), particularly those operating at local levels in this process.
- 12 To date, it is anticipated that conferences will take place in Belgium (through the King Baudouin Foundation), Italy (through the Compagnia di San Paolo), the Netherlands (through the Bernard van Leer Foundation and the European Cultural Foundation), Portugal (through the Gulbenkian Foundation), Germany and France (possibly through the Robert Bosch and Freudenberg foundations), Ireland (through Atlantic Philanthropies) and the United Kingdom (through the Joseph Rowntree Charitable Trust and other interested foundations).
- 13 Concluding EPIM meetings of the consultation series will be held both in Lisbon in March 2007, in cooperation with the Calouste Gulbenkian Foundation, and in Brussels in June 2007.

Grants Programme

- 14 There are a variety of civil society organisations operating in Europe (some of which operate on a European basis whereas others are primarily national in their outreach) which seek to

influence both national and European policies on migration and integration. To date, foundations' support for such activity has been rather limited, with few notable exceptions. There is considerable scope and need to enhance the impact of their work and involvement by encouraging networking and joint action, building on their experience. This is especially so at this critical time in shaping public policies and public attitudes in this field.

15 To achieve this aim, a special fund is being created via NEF to provide financial incentives to support the Europe-wide networking and cooperation between NGOs. Grants will be made in this context both to European-level NGOs and to European networks of nationally-based NGOs.

16 Two types of grants are envisaged:

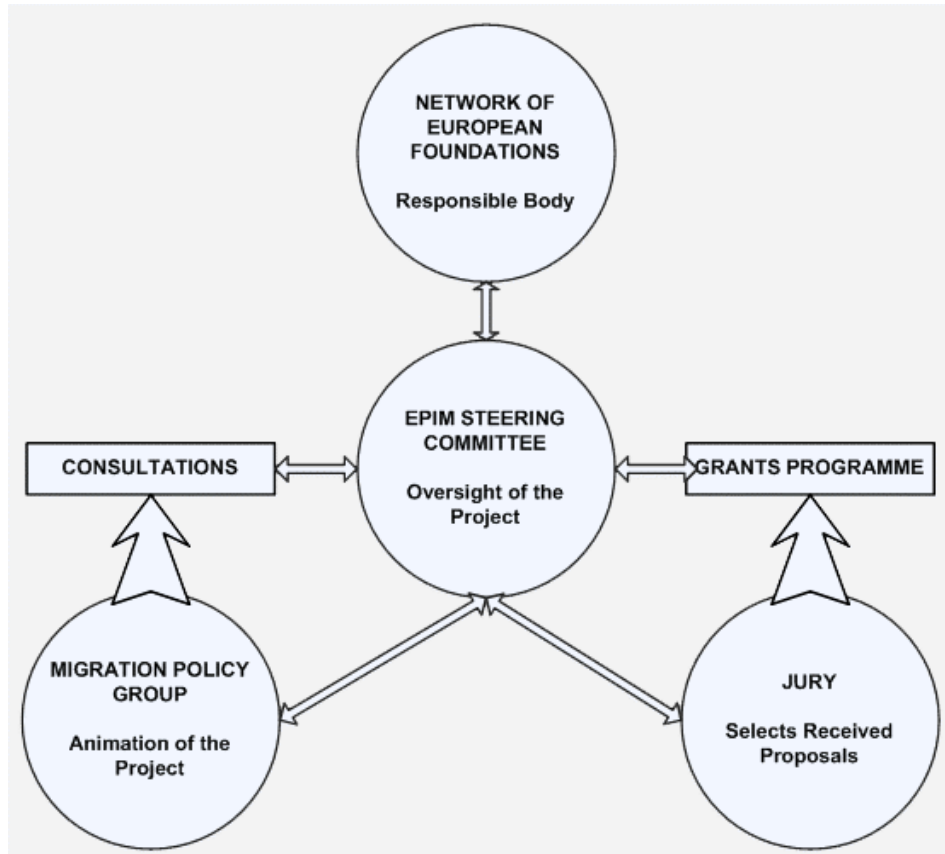
- strategic grants to European NGOs playing an advocacy role in the area of European migration and integration policies. The grant can cover costs related to staff, outputs, travel and meetings, but cannot be used to purchase office equipment (up to 50,000.00 EUR per grant);
- grants for advocacy activities awarded to NGOs from Member States that wish to join forces with other NGOs within the same Member State and with other Member States (at least one partner organisation in a different Member State should be involved) on issues linked to the migration and integration policies. This sum could be used to cover costs connected with networking and with developing a specific project (around 25,000.00 EUR per grant).

17 Because of the limited funds available in this first experimental phase, a small number of organisations will be invited to consider applying for part of a total fund that is likely to comprise 400,000.00 EUR. Half of this amount will be made available to European-level NGOs, the other half being earmarked for NGOs active at national level.

18 Organisations will be short listed and invited to apply by March 2006. The deadline for submitting the application form has been fixed at 19 May 2006. The proposals will thereafter be submitted to an independent Jury, which the EPIM Steering Committee is setting up for this purpose. Results will then be communicated in the first week of July 2006. The project should be completed not later than 1 March 2007 so that results can be fed into the concluding EPIM conferences.

19 The EPIM Steering Committee intends to organise a roundtable of successful candidates in December 2006 to exchange experience and consider the progress of projects with a view to the development of a possible second phase of EPIM.

Administration and Management



20 A stand-alone website has been produced, accessible at the URL www.epim.info. A detailed budget of the initiative is available on the website.

21 The EPIM initiative will be evaluated by the Steering Committee, with a focus in this first phase on the effectiveness of the cooperation between foundations with a view to identifying the best ways of building a second phase of the initiative (2007 onwards).

For information on MPG see www.migpolgroup.com

Section B

The European Context

This section briefly outlines policy developments at European level and makes the case for consultation, co-operation and negotiation that links governmental and non-governmental stakeholders at various levels of governance.

- 1 Europe, with its diverse and declining population, is undergoing fundamental changes as it positions itself in a globalised and seemingly borderless world. Keeping European societies open and inclusive is a formidable challenge requiring creative responses from engaged citizens. It is against this backdrop that the migration and integration debates take place. These debates range in focus, political importance, tone, depth and maturity. They are often emotionally charged and sometimes plagued by fear of real or perceived negative effects of immigration on liberal democracies, (socio-economic) security and the quality of public services.
- 2 There are questions around the way policies are designed: do they really address the concerns of those directly affected and are these persons consulted and taken seriously in the decision-making process? There are concerns about whether policies meet stated objectives: are imaginative long and short term goals defined and are migration's costs and benefits equally divided? Many debates suffer from a lack of understanding as to why people migrate and there is much confusion about the difference between immigration and asylum. The foreign relations dimension of migration and immigrant integration is gaining more visibility. While migration often represents a drain on human resources for countries of origin, migrants contribute to their development through remittances and knowledge transfer. Social and political developments in countries of origin impact on immigrant communities as do foreign policies on the integration process.
- 3 Immigration and integration are inseparable. Successful immigration policies rely heavily on the successful integration of immigrants. When immigrants contribute to the economy, when they find their way in society, the immigrants' case can be made much more convincingly. Equally, immigration policies impact significantly on integration. Targeted recruitment, creative assessment of skills, equal treatment and facilitation of professional and social mobility enhance immigrant integration potential. Socio-economic arguments can thus firmly underpin immigration and integration policies.
- 4 The integration debate is extremely complex as it is not only about immigrants, but also about the changing societies into which immigrants are to be incorporated. Some debates highlight the dis-integrating forces of globalisation and the inability of traditional societal arrangements to cope with the consequences (the European social model or the reform of the welfare state debate). Others focus more on values and on the question of how, against

the backdrop of individualism and secularism, people with different (religious) values can live together (the European values debate). In other words, in some instances the emphasis is on the socio-economic aspects of migration and integration and in other instances its cultural aspects are highlighted.

- 5 Where the idea that integration has failed is dominant, the debates tend to point a more or less accusatory finger at immigrants or society alternatively. In the former case, policies are considered to have been too soft and paternalistic and new policies are proposed, making immigrants more responsible for their integration (with integration contracts and various compulsory measures and naturalisation tests). In the latter case, policies are considered to have been inadequate and new policies are proposed, which address the socio-economic disadvantages of particular groups (mobilisation and emancipation). In both cases clear distinctions need to be made between 'newcomers' and 'settled' migrants, between younger and older migrants, and between women and men.
- 6 Equality remains the cornerstone of European integration policies. National law and policies were recently reinforced with the adoption of European standards based on a mixture of an individual rights approach (anti-discrimination) and a pro-active equality approach (positive action and equality impact assessments). In addition, strategies are being designed to open up mainstream institutions, allowing for the full participation of immigrants, just as public and private service providers are beginning to, or are getting better at, tailoring their services to the needs of a diverse population. This moves the debates away from the more theoretical and ideological discussions about integration models (traditional notions of assimilation versus multiculturalism) to the often more pragmatic discussions on access and equality and on participation and active citizenship (integration as convergence).
- 7 In this latter approach the focus is on the elimination of the persistent and often considerable inequalities between immigrants (first and subsequent generations) and the 'native' population in terms of economic integration and mobility (as employees or entrepreneurs), education (attainment and career development), health and social services (not yet sufficiently tailored to the needs of a diverse population), and societal participation (under-representation in political life, the voluntary sector and cultural life). By eliminating inequalities the societal outcomes for immigrant and native populations converge. This approach emphasises the value of diversity as well as it challenges.

The need for European co-operation

- 8** Migration is almost by definition a matter for international co-operation, just as the inclusion of immigrants can only be effective if the European dimension is taken into consideration. The members of the expanding European Union share external borders and there is a right within the Union to move or travel freely, including for immigrants. Thus, the immigration policies of one Member State have a direct impact on other Member States. Consequently, members work together to adopt common policies or to harmonise their policies. As immigration and integration are closely linked, for example in areas such as family reunion and long-term residence, the great majority of members adopt common immigration and integration rules. The implementation of fundamental rights within the European Union has led to the adoption of common anti-discrimination and equality law. The completion of the internal market, the monetary union and other policy areas of political integration also have a bearing on migration and immigrant integration. Community legislation is accompanied by implementing measures and support programmes. In addition, policy goals and targets are set and common strategies are designed (for instance in so-called open-methods of co-ordination or in the Lisbon and Barcelona processes). In short, it is very difficult for individual member states to act in isolation and adopt purely national policies. Since policies in various fields are so inter-linked it will hardly be possible and is indeed ineffective and undesirable to adopt purely national migration and integration policies. In other words, countries work better in concert, concurring on the course of migration and integration policies and agreeing on co-operative strategies.
- 9** Measures adopted at the European level are inspired by those taken at other levels of governance and in turn help to shape national policies and practices. All decisions taken by 'Brussels' are discussed and ultimately approved by the national governments after consultation with various European institutions. Policy-making is a complex process and the complexity usually increases when more people and layers of government are involved and more stakeholders are to be consulted. European policy-making is a prime example of this effect and many would accuse the process of consuming too much time and energy, being too cumbersome, and lacking in transparency and democratic control, which may explain a certain euro-scepticism and reluctance to becoming involved in 'things European'. The European Union and, for that matter, the Council of Europe are not only policy-making machines but also platforms for the setting of standards (with judicial supervision of the European Court of Justice and the European Court of Human Rights), for consultation and negotiation, and for the exchange of policies and practices. These forums are therefore extremely important platforms for civil society.

- 10** Migration and integration are issues that will be increasingly mainstreamed in coming years, with the European Commission Directorates General for Justice, Security and Liberty, Social Affairs, and Employment and Equal Opportunities taking the lead. The recently adopted Hague Programme will guide European policy-making for the next five years. It includes a set of basic common principles that provide the basis for a EU framework on integration. The European Commission is preparing legal and other measures in the migration field and regularly consults with stakeholders. It publishes an annual report on migration and integration (a second report is in the making) and a Handbook on Integration (a second edition is being prepared). A proposal for a European Integration Fund is currently before the Council of Ministers for consideration. The year 2006 has been designated as the European Year of Workers' Mobility. Next year will be the European Year of Equal Opportunities for All and the year thereafter has been designated European Year of Intercultural Dialogue.
- 11** All European Union institutions will be involved in the further development of EU policies and law (from the Council of Ministers, the Court of Justice and the Commission, to the Parliament, the Committee of the Regions and the Economic and Social Committee). In addition to the formal decision-making structures, independent experts groups have been established to act as advisers to the various European institutions and a considerable amount of scientific research has been commissioned. A group of so-called National Contact Points on integration has been set up, which is composed of one or two officials from each member state. The European Migration Information Network is working on gathering comparable and policy-orientated data. The Commission has begun to prepare the establishment of an Integration Forum. While existing structures are becoming more engaged in migration and integration policy formation, new structures and consultation mechanisms specifically targeting those issues are being set up. The challenge is to develop new priorities that translate existing good practices into new policies, thus reinforcing those practices.
- 12** The majority of Europe's population lives in urban areas, as do people with an immigrant background. Europe's bigger or smaller cities are increasingly ethnically and racially diverse and are the localities where the population and communities are undergoing dramatic changes, where inter-action between communities of new and old citizens actually takes place and where integration successes and failures can be found. It is, therefore, crucially important to enhance the capacity of cities to act and involve city governments in the formation of European and national migration and integration policies.

ANNEX

Contributing to the further development of policies and practices

This section makes a number of proposals for themes and issues to be discussed at the national consultations and suggests how to link the outputs to the developing European agenda

Vision, overall goals and targets

- 1 What kind of Europe do we want? How can shared values of openness and inclusiveness, equality and solidarity be applied in a diverse Europe? How can citizens become active and shape societies making them more integrated?
- 2 Europe has formulated a series of overall goals, notably in the socio-economic sphere. How could immigration and integration be more firmly incorporated into that agenda? It would be useful to explore whether similar ambitious goals could be set in the area of culture and education with reference to Europe's historic diversity, openness and tolerance (this could be based on the work done in this area by the Council of Europe).
- 3 If integration is seen as a process by which immigrants - first, second, and third generations, men and women, young and old - contribute to society and achieve shared societal goals in the same way as the overall population, a series of policy goals can be formulated in specific areas of life and corresponding targets can be set at a variety of governance levels. These targets would lend themselves to being used as indicators and benchmarks to measure the strengths and weaknesses of policies and programmes. What would these be and how could actors develop them together?
- 4 The consultations could make suggestions on all of these points and on how more stakeholders could become engaged in shaping the European agenda.

The legislative framework

- 5 The legislative framework defines legal requirements for free movement, admission conditions, residence and work permits, family reunion, equal treatment, access to nationality and so forth. Legislative changes take place continuously in all these areas and concern and affect various levels of governance. It is not only a matter of introducing more rules, but also of removing red tape (removing obstacles to free movement, for instance).
 - Common basic principles and rules on admission are needed. Proposals to that effect will be presented by the European Commission during the course of 2006. Do they deserve support (or amendments) and should the support of key stakeholders be mobilised?

- Common basic principles and legal minimum standards on the treatment of undocumented immigrants could be designed and promoted (a European Commission Communication on undocumented migrants will be published in Spring 2006).
- Current EU anti-discrimination legislation could be strengthened by looking into fields of application and grounds of discrimination that are not yet or not sufficiently covered.
- More states could be encouraged to sign and implement the Council of Europe's Convention on nationality and facilitate naturalisation of immigrants.
- Adopted EU legislation must be transposed into national law and implemented. This process deserves careful monitoring (using, for instance, the European civic citizenship and inclusion index).
- Enforcement mechanisms sometimes include the establishment of statutory bodies such as the specialised anti-discrimination or equality bodies. Co-operation between these bodies and civil society organisations would strengthen equality strategies. At European level such co-operation would include the (future) Human Rights Agency, Equinet (the European network of equality bodies) and the Gender Institute.

Policy and Action Programmes

Codes of good practice

- 6 European institutions provide considerable and varied support to national and regional governments to assist Member States with the implementation of often complicated EU law and policies. Much of this support does not attract public attention. Codes of good practice can be developed for areas in which member states find the application of Community law difficult or the scope of EU competence unclear. The relevant authorities and private sector organisations could develop and publicly adhere to these codes.
 - Codes of conduct on the application of EU equality law could be designed and promoted (e.g. on discrimination in housing and access to public services).
 - A European Code of Conduct on naturalisation could be designed and promoted to address the (often discriminatory) behaviour of administrative bodies involved in the process of naturalisation.
 - Similarly, a code of conduct could be developed on language, integration and naturalisation tests to prevent their being used to limit access, as barriers to citizenship, permanent residence, or family reunion.

Financial support

- 7 An array of financial support programmes accompany European legislative and other policy initiatives. Good examples are the Anti-discrimination Action Plan (up for renewal next year), the INTI-programme and the future Integration Fund. The results of projects supported by these programmes are not always widely distributed or translated into policy recommendations.
 - The design of new programmes and the development and application of criteria for financial support for local and national projects need to be more transparent. Stakeholders could be consulted more extensively and partnerships between different types of stakeholders could be developed.
 - Translating local experience into European action plans would significantly increase the value of European support programmes for the local level and enhance their effectiveness.
 - Dissemination of effective policies and practices calls for a sophisticated exchange of good practices (the Commission is exploring the possibilities of a web-based system).

Action programmes

- 8 A great many policy programmes are adopted at European level. Examples are the Social Policy Agenda and the Lisbon and Barcelona Processes. The ingredients of these programmes include the setting of common goals, the adoption of guidelines, annual reporting, benchmarking and peer review. The programmes are supported in many different ways, such as expert advice by independent experts groups, the establishment of support structures (for example, the Gender Institute and the Human Rights Agency) and financial support (such as the Action Programme against discrimination).
 - Migration and integration should be much more firmly incorporated into the European Employment Strategy and the open method of co-ordination on social inclusion. Targets and indicators on immigrant employment and economic integration (immigrant and minority businesses) could be inserted into the overall programme and tightly linked to local practices.
 - Proposals for a similarly ambitious programme on cultural co-operation could be formulated. Such proposals could include programmes on the promotion of citizenship education and civil participation.
 - A system of benchmarking migration and integration could be developed to help key stakeholders at the right levels of governance compare policies and practices (as is currently being developed by the European Parliament).

- European networks of stakeholders would foster exchanges between practitioners, enable benchmarking and peer review and help re-establish links between citizens and policy-makers. Such networks could examine particular issues, represent certain interests, or bring together particular expertise.
- Targeted research should be used much more effectively to develop policy-options and inform policies.

Mainstreaming migration and integration

9 Mainstreaming is already underway in practice (mainstream organisations are increasingly addressing issues related to migration and integration) and on the verge of becoming an explicit policy goal in itself. Mainstreaming usually entails: securing access and equality; programme screening and assessment; and building intercultural competence.

- These elements could be developed into a European quality management instrument and label. This could be used by organisations to brand themselves as responsive to immigrant needs and open to immigrant participation.
- Such quality management principles could also be used as criteria in public tendering and in cases where governments outsource public services.
- The principles could be laid down in a Charter (or charters) to whom public and private organisations could adhere publicly.

Access and equality

- Organisations need to critically examine their levels of accessibility to immigrants. Do existing regulations, rules and practices limit immigrants' access to membership, certain positions or services? Is there direct or indirect discrimination?
- Knowledge of the legal system is crucial for the implementation of non-discrimination and training of staff of organisations is particularly important. Less legalistic tools for identifying problems related to access include complaints mechanisms.

Programme screening

- Organisations can screen their own programmes and evaluate how they affect immigrants differently than they do the rest of the population (equality audits, etc.).
- They can use the process of formulating and developing new policies as an opportunity to anticipate their potential impact on immigrants. Here, they can employ "impact assessment" as a tool for estimating the impact of policies and legislation before they are implemented.
- Organisations can actively recruit immigrants as staff or board members

Inter-cultural competence

- This is about learning to recognise and utilise cultural and linguistic diversity to facilitate access, participation, understanding and innovation. In a diverse society all members of society, groups and organisations should invest in developing inter-cultural competence.

Empowerment and active citizenship

10 Engaging ‘old’ and ‘new’ citizens to take active part in shaping diverse societies, organisations, cities and neighbourhoods requires resources enabling them to do so. Programmes to that effect include:

- the promotion of voting rights (at least at local level) and participation in public life
- civic education strategies
- capacity building and training
- confidence building and dialogue
- resourcing voluntary organisations

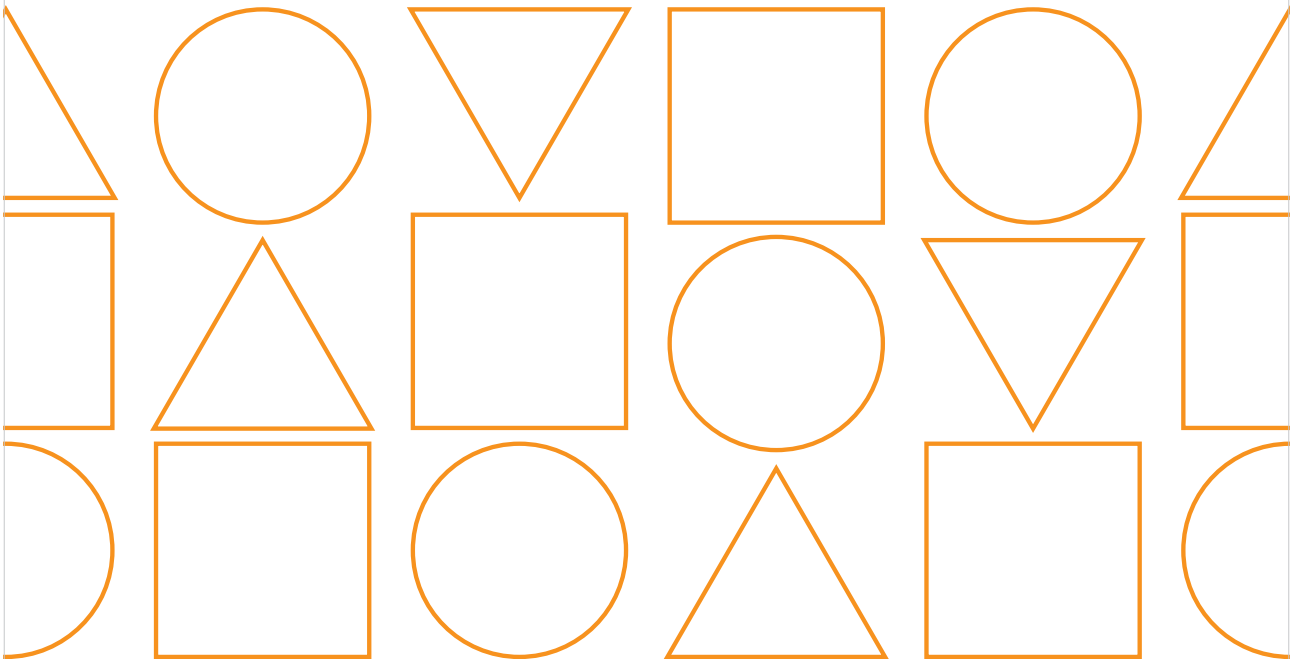
ⁱ European Council Document 14615/04

ⁱⁱ European Commission Document COM(2005)289/final



Strategic thinking on equality and mobility

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