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# The integration of migrants from outside the EU

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## **SUMMARY OF KEY CHALLENGES TO THE EFFECTIVE INTEGRATION OF MIGRANTS**

I. This briefing paper is not an audit report. It gathers together information from a wide variety of sources, some of which is already publicly available and some of which we gathered ourselves. It sets out what the EU is doing to support the integration of people legally living in the EU without EU citizenship ('migrants'). In doing so, we identified a number of key challenges relating to their integration.

II. Recent increases in the number of people seeking protection in EU territory have brought the EU's migration policy into the spotlight. The long-term impact of this inflow of migrants depends on how well they are integrated. While Member States have the primary responsibility for integrating migrants, in the last two decades the EU has played an important role in providing support and incentives to them. In addition to the exchange of information, good practices and mutual learning and cooperation, the EU has been facilitating the use of EU funding and providing a framework to develop migration and anti-discrimination policies (**paragraphs 1 to 17**).

III. Migration and integration are closely interconnected. Current EU directives on migration provide a set of minimum entry and residence conditions as well as equal treatment rights. Member States have some discretion in how they transpose these directives into national law with the result that rules applied to migrants are not identical in all Member States. Those differences lead migrants, including asylum seekers and refugees, to move between countries, delaying the start of the integration process. Another factor affecting integration is that the time taken to process applications is sometimes long (**paragraphs 18 to 21**).

### **Challenge 1: Reducing delays in the start of integration process**

IV. Despite the existence of EU legislation promoting equal rights and non-discrimination, the immigration of people from outside the EU continues to evoke a negative feeling for many Europeans. In some Member States, this has a negative impact on migrant integration (**paragraphs 22 and 23**).

### **Challenge 2: Guaranteeing equal rights and non-discrimination**

V. In response to increasing migration inflows, starting from 2015, the EU budget has mobilized over €5 000 million of additional funding for migration. However, Member States declared that they needed an additional amount of around €450 million specifically to address the integration needs of migrants under the scope of Asylum, Migration and Integration Fund. According to the Commission, needs will be assessed regularly in the context of the annual budgetary procedures (**paragraphs 32 to 34**).

### **Challenge 3: Sound and comprehensive assessment of needs and funding**

VI. In addition, the Commission increased its support for Member States' efforts to improve migrant integration. In 2016, it developed an Action Plan on integration with 52 measures to be undertaken at EU level. The Commission will report on the implementation of the Action Plan to the Parliament and the Council in 2018. As of December 2017, 23 actions had not been completed. Member States are also encouraged to develop specific measures to tackle certain areas. According to the Commission, as these measures were formulated as suggestions for the Member States and fall under their competence, it does not monitor them (**paragraphs 35 to 36**).

### **Challenge 4: Commitment of Member States to implement the Action Plan**

VII. The majority of Member States have integration policies in place within different policy frameworks. Not all groups of migrants are systematically addressed and not all areas of integration are always tackled. Weaknesses in the design and implementation of integration policies have been identified in reports by the Supreme Audit Institutions in Member States (**paragraphs 40 to 42**).

### **Challenge 5: Supporting all migrants across all relevant policy areas**

VIII. Most Member States do not have a complete overview of the number of migrants supported and/or of the amount spent on integration measures. At EU level, a set of common core indicators ('Zaragoza') represent a step forward in understanding integration in the EU, but not all Member States use them and, according to the Commission, there are some limitations in these indicators. At national level, there are various weaknesses in monitoring. In the context of the current revision of the ERDF regulation, the Commission is

proposing the creation of dedicated indicators for the ERDF. This may facilitate the development of evidence-based policy making (*paragraphs 43 to 47*).

**Challenge 6: Effective monitoring of integration outcomes to measure progress and adapt policies if needed**

IX. Different EU funds may finance the same type of action for the same target group. To ensure coordination and synergies between EU funds, different mechanisms and tools exist at EU level, a number of which were developed by the Commission. Ultimately, Member States are responsible for putting effective coordination mechanisms in place. There are more than 400 different entities involved in managing measures for migrant integration in the Member States. Most Member States have a coordination body but weaknesses exist in the coordination mechanisms in place (*paragraphs 48 to 54*).

**Challenge 7: Effective coordination of funding at EU and national level**

## INTRODUCTION

### *Migrants*

*Leila has just arrived in the EU. She is queueing for passport control, holding her visa in one hand and her child with the other. She is joining her husband who migrated to the EU earlier. He is employed and is already thinking about creating his own business. Leila does not speak a word of the local language but she is optimistic for the future of her family.*

1. Leila is a fictitious person, but there are more than 21 million people like Leila legally residing in EU territory without EU citizenship. This means that about **4 % of the EU population are legally residing migrants from outside the EU** (see [Figure 1](#)). Every year some of them become EU nationals. In the period from 2013 to 2016, around 3.2 million migrants from outside the EU acquired citizenship in an EU Member States. Taking into account second-generation migrants, almost 18 % of the population residing in the EU has a migrant background<sup>1</sup>.

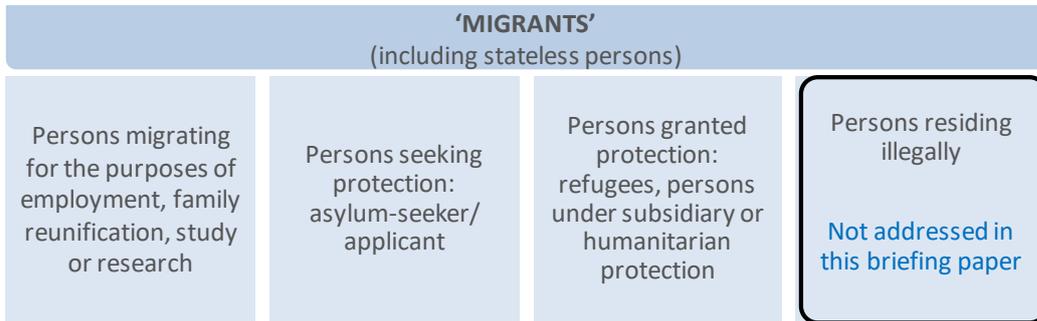
**Figure 1 - In 2017, about 4 % of EU population were legally residing migrants from outside the EU**



Source: ECA, based on Eurostat as of March 2018.

2. In this briefing paper, **we refer to all those legally living in the EU without EU citizenship**, including asylum seekers and refugees, as '**migrants**'. EU legislation calls all migrants 'third-country nationals'. The overall category of migrants comprises different groups of persons (see [Figure 2](#)), with different rights, needs and obligations. This briefing paper does not address persons illegally residing in the EU. More details on terminology are in [Annex I](#).

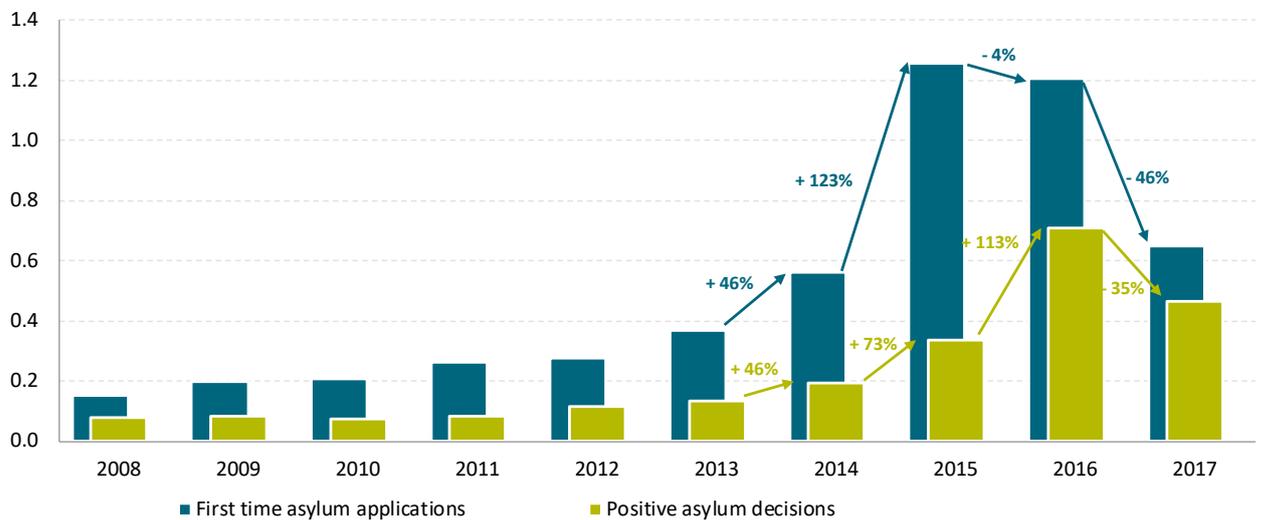
**Figure 2 - Migrants from outside the EU**



Source: ECA.

3. The EU has always been subject to migratory flows, but the significant recent increase in the number of persons seeking asylum in the EU, one of the groups of migrants, raised awareness of the urgent need to better address migration. In the four-year period from 2014 to 2017, **almost 3.7 million persons applied for asylum for the first time in the EU**, three times more than in the previous four years. Around half of them were granted protection (see [Figure 3](#)).

**Figure 3 - First time asylum applications tripled during 2014-2017 while protection was granted to less than half**



Note: First time asylum applications refer to the requests for international protection made for the first time in a given Member State. Total positive decisions on asylum applications refers to all decisions where protection is granted, irrespectively of the stage of the procedure (i.e., includes both the first instance decisions and the decisions on appeal) and irrespectively of when the asylum application was made. After a positive decision, the persons are no longer asylum seekers but refugees or other persons under protection.

Source: ECA based on Eurostat as of March 2018.

4. In 2016, the **majority of migrants** legally residing in the EU are persons like Leila who **were in the EU to be with their family members** (39 %), or who were undertaking paid activities such as work or research (16 %). A further 6 % were studying. Only 6 % were refugees and other persons under international protection. For 33 % information on the reason for migration is not available<sup>2</sup>.

5. Migrants are located across the EU with five Member States (Germany, Spain, France, Italy and the United Kingdom) hosting around 77 % of the total migrant population. Migrants thus constitute around 5 % of the population in those countries. **Annex II** provides more details on the migrant distribution across the EU. Migrants from Turkey, Morocco, Ukraine and China are those most represented in the EU migrant population; together they constitute 31 % of the migrants living in the EU in 2016<sup>2</sup>. Overall, the EU has migrants from 174 different countries.

### **Integration**

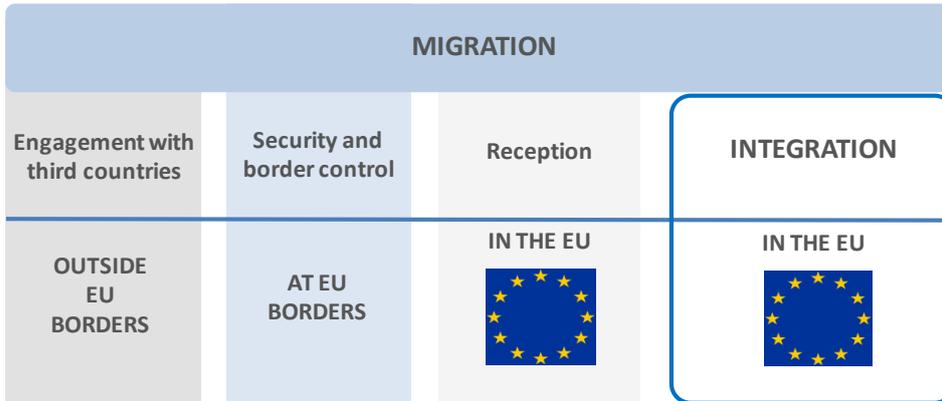
*Everything was new to Leila. She found support from the local information centre, which provided counselling to newly arrived migrants. She had some education and decided to take part in some of the training offered. She began a language course and made some friends. Her child enrolled at the local school.*

*In the beginning, she needed someone to translate things to her. Once, a volunteer from an NGO accompanied her to the doctor to facilitate communication. With time, she learnt the local language and applied for a learning programme to improve her qualifications. She had access to the labour market, but still no job.*

*Years later, well integrated into the labour market, Leila decided to give back to society. She now volunteers in an NGO, counselling persons that have just arrived and providing translation and cultural mediation for those in need. Her child is not a child anymore; he now has his own family and work.*

6. **Integration is part of the migration process** (see **Figure 4**). To manage migration the EU: engages with countries outside the EU to address the root causes of migration; sets the minimum entry and residence conditions for migrants to legally reside in the EU; defines security and border control measures and supports Member States' policies for migrant integration. Studies have shown that better integration of migrants leads to higher long-term economic, social and fiscal gains for the country where they settle<sup>3</sup>.

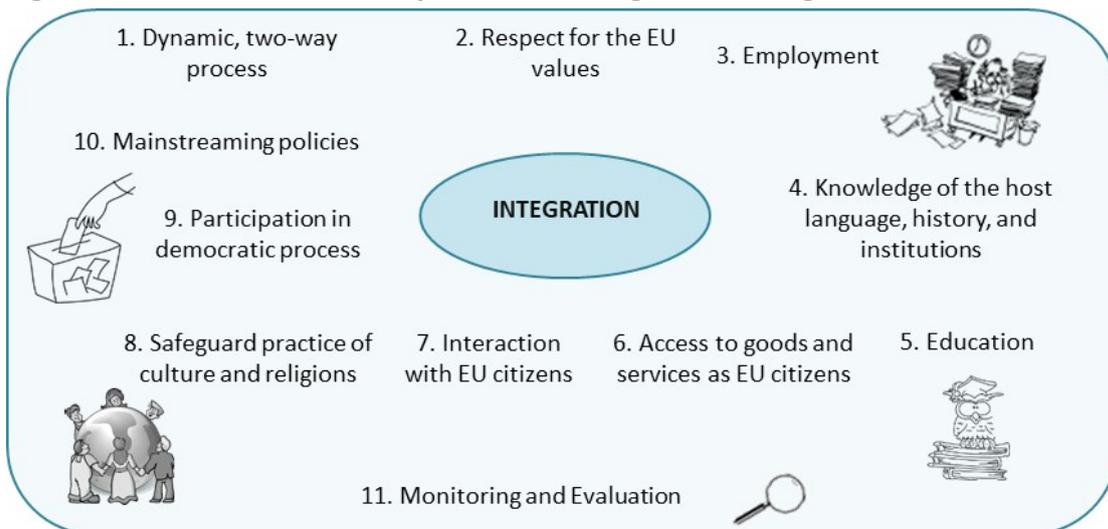
**Figure 4 - Integration is part of the migration process**



Source: ECA.

7. **Integrating migrants may require action in many areas** - including, for example, education, employment, housing, health and culture. Those designing integration policies need to understand how integration will be implemented (such as who will be the target group, which measures to implement and how to assess their impact). As a result, what 'integration' means varies from country to country. Though no formal definition exists at EU level, in 2004, the Council developed eleven Common Basic Principles for immigrant integration policy. These principles defined integration as 'a dynamic, long-term, and continuous two-way process of mutual accommodation'<sup>14</sup>, i.e. a social process that involves both migrants and the receiving society (see **Figure 5**).

**Figure 5 - Common Basic Principles for the integration of migrants**



Source: ECA, based on the 2004 Council conclusions on immigrant integration policy in the EU.

8. **Box 1** presents illustrative examples of projects developed in the Member States with EU funding in the different areas of integration.

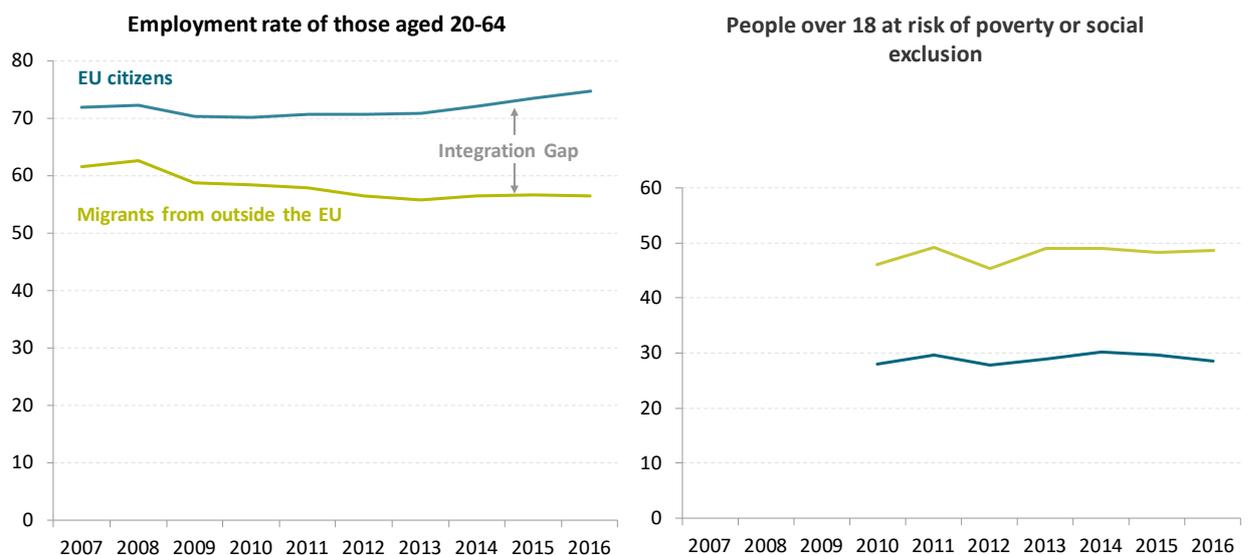
**Box 1 - Examples of EU supported integration projects targeting migrants in the EU Member States**

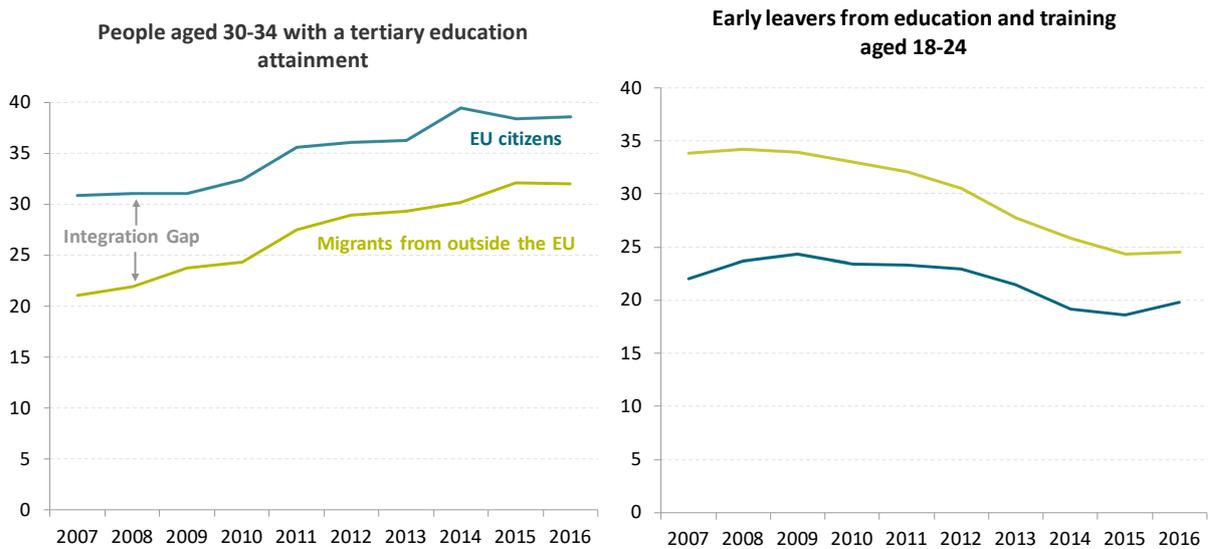
Employment	Promotion of internships in an industrial association for beneficiaries of international protection, aiming to enhance migrants' professional skills and guide them towards a job placement.
Education	Delivery of language trainings to migrants in addition to their regular school attendance: the project addressed the increasing number of migrants entering public education schools that often have no knowledge of the national language.
Vocational training	Vocational training provided to people with migrant background: the project aimed to improve the participants' language proficiency, including work-based technical vocabulary, combining them with aspects of further vocational training.
Housing	Access to housing facilitated to beneficiaries of international protection as part of a broader project providing several services to this target group.
Health	Development of a manual to facilitate communication between patients with no command of the hosting Member State language and health workers.
Social inclusion	Workshops to encourage direct cooperation between society and persons granted asylum: it included the organisation of events, development of social skills and leisure time activities.

Source: ECA survey.

9. The gap between the outcomes of migrants and EU citizens in the areas of employment, education, social inclusion and active citizenship clearly demonstrates the need for effective integration policies (see [Figure 6](#)).

**Figure 6 - Evolution of selected indicators (%)**





Source: ECA, based on Eurostat, as of March 2018.

### ***Objective and approach of this briefing paper***

10. This briefing paper is not an audit report, but sets out what the EU is doing to support the integration of migrants. In the first part, we present the actions taken by EU institutions in the field of integration over the last two decades, with a particular focus on the initiatives taken in reply to the increase in the migratory inflows of the recent years. In the second part, we provide an overview of the integration policies implemented in the Member States and explore the role of EU initiatives in shaping those policies.

11. Throughout the document we highlight the key high-level challenges that the EU collectively faces in effectively integrating migrants (see ***paragraph 2***). We do not address illegal migration, border control or asylum processing. We focus on the funds managed by the Commission together with Member States, as these are the largest EU amounts available for migrant integration measures.

12. The facts presented in this briefing paper derive from:

- Interviews with staff from the Commission, two EU agencies (Fundamental Rights Agency and the European Asylum Support Office), and other organisations (International Organization for Migration, Migration Policy Group, United Nations High Commissioner for Refugees and Red Cross).

- A survey to Member States (plus Norway) carried-out with the support of the European Integration Network (EIN)<sup>5</sup>. We received 32 replies<sup>6</sup>. ***Annex III*** presents the questions and the replies received.
  - An analysis of 44 reports<sup>7</sup> from those provided by the Supreme Audit Institutions (SAIs) of 22 Member States, regarding the work they had conducted since 2011 on integration in their country. The remaining six Member States did not undertake any work in the field in this time period.
  - Our previous audits on the 'hotspot approach'<sup>8</sup>, the European Refugee Fund and the European Fund for the Integration of third-country nationals<sup>9</sup> and on the Asylum, Migration and Integration Fund (AMIF)<sup>10</sup>.
  - A review of the performance related aspects reported by the 28 Member States in the AMIF 2016 implementation reports and in the AMIF interim evaluations as well as in the 2016 annual implementation reports of the Fund for European Aid for the Most Deprived (FEAD).
  - A review of an extensive list of publications on the topic, including EU documents and publications from the European Migration Network (EMN)<sup>11</sup>.
13. The Commission was given the opportunity to comment on this paper in draft form.

### **THE EU PROVIDES INCENTIVE AND SUPPORT FOR MIGRANT INTEGRATION**

14. In this part of the briefing paper, we review the main tools and initiatives developed by the Commission over the years. We also analyse how the EU migration and anti-discrimination policies can influence integration policies, explore the role of EU funds and describe the actions the EU has recently taken to foster migrant integration.

#### ***Almost two decades of EU support for Member States***

15. The 2009 Lisbon Treaty ('the Treaty') set a new EU political framework for the integration of migrants providing, for the first time, an explicit legal basis for EU incentive and support initiatives in this field<sup>12</sup>. However, **the primary responsibility for integration policies continues to lie with the Member States**. The change to the Treaty followed earlier EU cooperation on integration and the initiatives which the EU had been developing since

1999, with the Treaty of Amsterdam<sup>13</sup> and the Tampere programme<sup>14</sup>. Since then, a number of non-binding communications and initiatives in the field of integration have been taken by the Council, the European Parliament and the Commission.

16. The current EU framework on migrant integration is built upon three main documents:

- The '**Common Basic Principles for Integration Policy**' (**paragraph 7**), developed by the Council in 2004, recalled by the European Parliament in 2013<sup>15</sup> and reaffirmed by the Council in 2014<sup>16</sup>, are the foundations for EU policy cooperation on the integration of migrants and comprise 11 non-binding principles against which Member States can assess their own efforts (see **Figure 5**).
- The Commission's '**European agenda for the integration of third-country nationals**'<sup>17</sup> from 2011 highlights the challenges of migrant integration and suggests areas for action by both the Commission and Member States to foster integration policies.
- The Commission's '**Action plan on the integration of third-country nationals**' from June 2016 provides a comprehensive framework to support Member States' efforts in developing and strengthening their integration policies<sup>18</sup>.

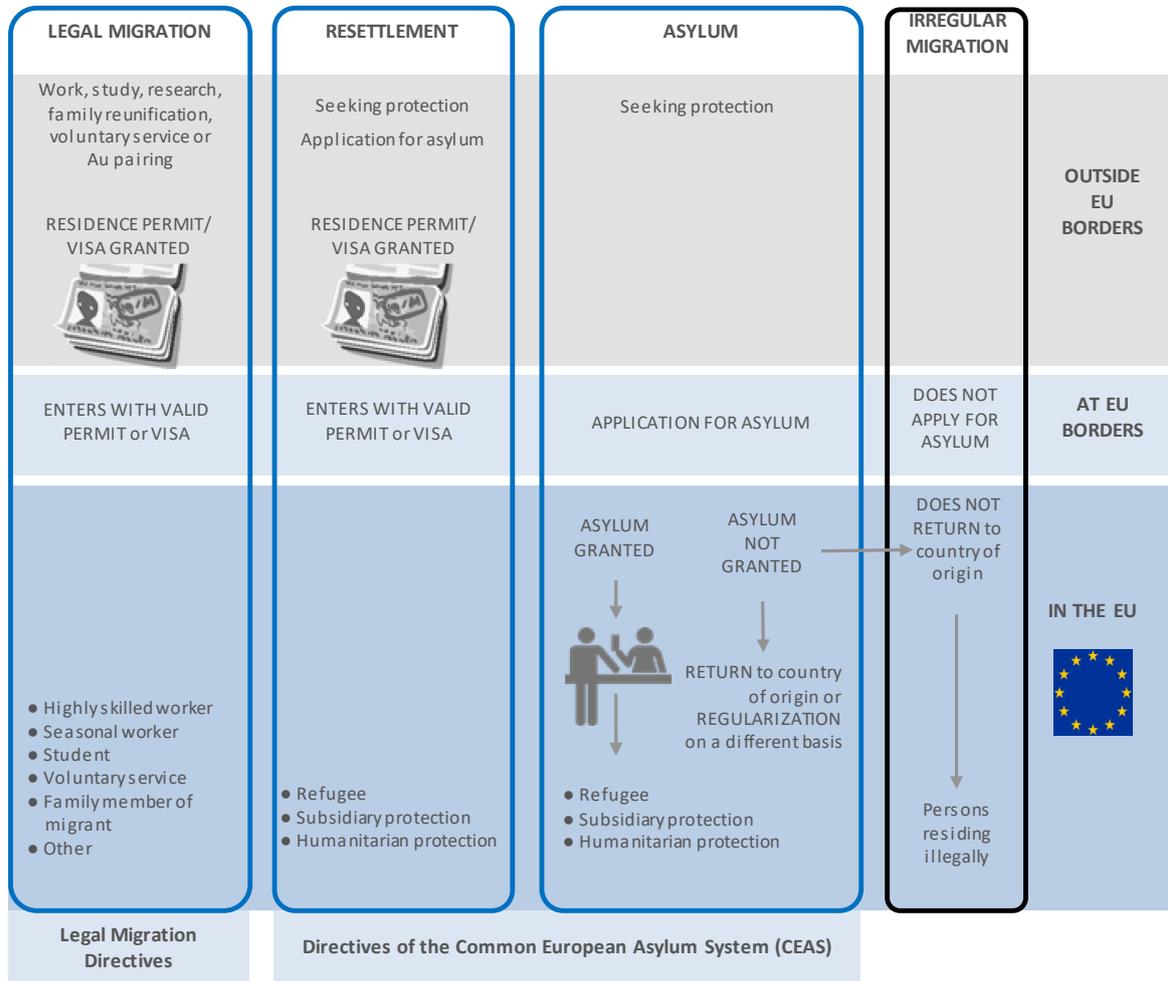
17. In addition, the EU has made efforts to promote the exchange of information and the sharing of best practices by creating European networks such as the EIN, by cultivating EU cooperation and by making information on the topic available in a standardised way (e.g. integration handbooks<sup>19</sup>, a European website on integration<sup>20</sup>, and a common set of indicators: the 'Zaragoza indicators' – see **paragraph 43**). **Annex IV** provides a timeline of the initiatives and tools developed. These tools help Member States to assess, develop, monitor and evaluate their national frameworks on integration.

***EU migration policy has an impact on national integration policies***

18. In the light of the common EU migration policy, as set out in the Treaty (**paragraph 15**), **the EU has been developing common migration and visa rules for migrants** (see **Annex V** for the legislation in question). In March 2018, two sets of EU directives distinguish between migrants that move through recognised, authorised channels (legal migration); and migrants that apply for protection either at EU borders (asylum) or from countries outside the EU

(resettlement). The result is that there are different channels by which migrants might come to settle in the EU (see **Figure 7**).

**Figure 7 - Migrants have different migration channels to reside in the EU**



Source: ECA.

19. The migration directives set minimum **entry and residence conditions for migrants** in the EU a number of which **are essential for their successful integration**, such as entitlement to family reunification and access to the labour market, education or social welfare. Depending on the migration channel used and on the purpose of their residence (e.g. refugee, highly skilled worker, family member, student, etc.), migrants are governed by different sets of conditions. See **Annex VI** for the conditions in force in March 2018 for the 25 Member States that apply EU rules<sup>21</sup>. In March 2018 the legislation was under review (see **Annex V**). Specifically on integration related issues, the main change proposed by the Commission concerns a reduction from nine to six months in the maximum waiting period before asylum seekers can access employment.

20. Responsibility for the implementation of the EU migration law lies with Member States, who are required to transpose EU directives into national legislation. This transposition is monitored by the Commission. Since Member States have some discretion as to how they do this, **the rules applied to migrants are not identical in all EU Member States**. Several publications<sup>22</sup> provide examples of those differences.

21. This divergence in the national rules applied to migrants is one of the factors that might motivate migrants, including refugees and asylum seekers, to move from the country they first arrive in to another country<sup>23</sup>. In 2016, 30 % of asylum applicants had previously lodged an application in another Member State<sup>24</sup>. This delays the start of the integration process and may lead to a less effective integration of those migrants as **the earlier integration starts, the more likely it is to be successful**<sup>25</sup>. Another delaying factor is the waiting period for applications to be processed. Seven reports from the SAIs (regarding five Member States) described it as 'long'. In our report on the Commission's 'hotspot' approach<sup>26</sup>, we also concluded that the procedures that followed the arrival and registration of the migrant (asylum, relocation and return), in place at the time of the audit, were often slow and subject to several bottlenecks.

#### **Challenge 1: Reducing delays in the start of integration**

The earlier integration starts, the more likely it is to be successful. Factors that delay the start to the integration process (such as when migrants move on to another EU Member State because of, for example, divergences in national rules regarding entry and residence conditions, or long waiting periods to process applications) may affect the effective integration of migrants into society.

#### ***Equal rights and non-discrimination are critical for migrant integration***

*Cheng has been studying in the EU for the last four years and he finally got his degree. He now has a girlfriend and wants to settle. He already knows the language quite well but he cannot find a job; either he is not called for interviews or he is just called for jobs for which he is clearly overqualified. Cheng starts to feel that he is being discriminated against.*

22. Equal rights and non-discrimination are important factors in helping migrants integrate successfully<sup>27</sup>. In our survey, four Member States declared that the attitude of the hosting population towards migrants has a negative impact on their integration. EU legislation provides a framework for anti-discrimination in the Treaty<sup>28</sup>, in the EU Charter of

Fundamental Rights and in EU secondary legislation<sup>29</sup>. EU migration law also sets provisions for the equal treatment of migrants, but they are applied differently in the Member States<sup>30</sup>. At national level, most Member States **are making efforts to ensure that migrants are not discriminated against**: six recently adopted legislation and another four adopted a national action plan and/ or strategy. In addition, nine Member States initiated campaigns and awareness raising activities to tackle discrimination<sup>31</sup>. The EU Fundamental Rights Agency has been providing assistance on fundamental rights to Member States on, for example, combating hate against migrants.

23. The 2015 Eurobarometer on discrimination in the EU<sup>32</sup> showed that 'discrimination on the grounds of ethnic origin is regarded as the most widespread form of discrimination in the EU' and the spring 2017 Standard Eurobarometer<sup>33</sup> adds that **immigration of people from outside the EU evokes a negative feeling for the majority of Europeans (54 %)**. According to the Commission, there is a challenge 'to increase awareness of the already existing protection [on equal rights] and to ensure better practical implementation and application of the [equality] Directives'<sup>34</sup>. The European Parliament recalled the importance of mass media in shaping public opinion on immigration and on the integration of migrants<sup>35</sup>.

#### **Challenge 2: Guaranteeing equal rights and non-discrimination**

Equal rights and non-discrimination are important factors in helping migrants integrate successfully. Ineffective anti-discrimination policies towards migrants might hinder their successful integration into society.

#### ***EU funds are used to integrate migrants***

24. **Actual expenditure on integration is unknown** because only AMIF records data on this. In the EU budget, **action designed to integrate migrants can be financed through several EU funds**. **Figure 8** lists the most relevant sources of finance for the 2014-2020 programme period to support migrant integration, along with other objectives. The total of these funds is €128 billion, but this is a theoretical figure only, if all funds were used exclusively for the integration of migrants.

**Figure 8 - Overview of the most relevant EU funds to support migrant integration**

EU Fund	Available funds <sup>1</sup> (million €)	Number of Member States using the fund <sup>4</sup>	Targeted migrants	Integration measures
 <b>AMIF</b> Asylum, Migration and Integration Fund Contributes to the efficient management of migration flows	884 <sup>2</sup>	27	All legally residing	Counselling, education and training
 <b>ESF/ YEI</b> European Social Fund/ Youth Employment Initiative Promotes employment, education and social inclusion	85 455 <sup>3</sup>	20	That can legally participate in the labour market or who are minor <sup>5</sup>	Education and training and actions to facilitate access to the labour market
 <b>ERDF</b> European Regional and Development Fund Reinforces economic, social and territorial cohesion	21 906 <sup>3</sup>	4	Not directly targeted	Education, social, health and housing infrastructures
 <b>ERDF</b> European Agriculture Fund for Rural Development Promotes sustainable rural development	15 218 <sup>3</sup>	3	Not directly targeted	Assistance in housing, health care, education and employment
 <b>EMFF</b> European Maritime and Fisheries Fund Promotes the balanced development of the fisheries and aquaculture areas	581 <sup>3</sup>	0	Not directly targeted	Professional training and start-up support
 <b>FEAD</b> Fund for European Aid to the most Deprived Alleviates poverty	3 814	4	As defined by Member States	Food, basic assistance and social inclusion activities outside active labour market measures

<sup>1</sup> As of March 2018. The amounts include the recent increase of funds in the AMIF (see [paragraph 32](#)). We assumed that actions related to migrants are confined to specific thematic objectives (ESIF) or to specific objectives (AMIF).

<sup>2</sup> Specific objective 2 (Integration/ Legal migration). Specific objective 1 (Asylum) could also contain integration related actions, but the amount is not known and has not been included.

<sup>3</sup> Total available ESIF allocations for all target groups to thematic objectives 8 (Promoting sustainable and quality employment and supporting labour mobility), 9 (Promoting social inclusion, combating poverty and any discrimination) and 10 (Investing in education, training and vocational training for skills and lifelong learning).

<sup>4</sup> Use of the fund for migrant integration measures as stated by Member States in our survey.

<sup>5</sup> Regarding applicants for international protection, Member States may also grant access to vocational education and training prior to having access to the labour market.

Source: ECA, based on adopted amounts in the EU programmes as of January 2018, Commission's website <https://cohesiondata.ec.europa.eu>; our survey and Commission's notes on synergies (see [endnote 72](#)).

25. Other EU funds (such as Horizon 2020, Erasmus +, COSME, Europe for Citizens and the Employment and Social Innovation Programme), implemented directly by the Commission or by delegated bodies can also be used to finance actions aiming at migrant integration. The Commission is also directly managing a part of AMIF. These funds are not covered in this briefing paper.

26. **Each of the funds has different objectives regarding migrant integration.** For example, while the ESF consistently aims for the integration of migrants into the labour market and addresses social exclusion by providing support for employment, education and social inclusion, the AMIF tackles integration more broadly, focusing in particular on the first stages following the arrival of the migrant in the EU. The FEAD and the EAFRD are designed specifically to alleviate poverty and promote social inclusion, with EAFRD focusing on the rural areas and FEAD more directed towards immediate support regarding food and other basic material assistance. The ERDF complements the ESF through more medium and long-term measures regarding social, health, education, housing and childcare infrastructure.

27. In practice, based on the results of our survey, most Member States are using the AMIF and the ESF to finance support for migrant integration but very few are making use of the other funds listed in ***Figure 8***. Our survey also showed that all but six Member States use national funds to integrate migrants.

***The EU has increased its action to foster migrant integration since 2015***

28. The recent increase in the number of asylum seekers entering the EU (***paragraph 3***) triggered a number of measures led by the EU, designed to support Member States in the task of integrating migrants. Managing migration has become one of the top 10 political priorities of the Commission<sup>36</sup> and the need for effective migrant integration policies was emphasised in the 2015 'European Agenda on Migration'<sup>37</sup>. The EU has responded by treating refugee related costs flexibly, increasing the focus of the European Semester on migration related issues, mobilising additional funding and by adopting an Action Plan for migrant integration.

**The Stability and Growth Pact provides flexibility in the treatment of refugee related costs**

29. The Stability and Growth Pact (the 'Pact')<sup>38</sup> aims to ensure the sustainability of Member States' public finances<sup>39</sup>. The Pact's provisions allow for some flexibility in the treatment of a Member State's fiscal position<sup>40</sup>: this applies, for instance, in the case of unusual events, outside the government's control, which have a significant impact on public finances<sup>41</sup>.

30. Since 2015, the **Commission has treated the additional spending from the increase in inward migration of asylum seekers as an unusual event**; this can reduce the adjustments required by the Pact<sup>42</sup>. Five Member States (Belgium, Italy, Hungary, Austria and Finland) benefited from the flexibility clauses for 2015 and five for 2016 (Belgium, Italy, Austria, Slovenia and Finland)<sup>43</sup>. In 2016, for example, this flexibility helped these Member States to fund around 2.6 billion euro of costs of hosting refugees.

31. The topic of migration was also subject to a more detailed economic analysis during the European Semester cycles after 2014<sup>44</sup>. Based on the analyses carried-out in 2016 and 2017, **the Council issued country specific recommendations directly targeting migrant-related policies** to: Austria, Belgium and Finland in 2016 and Austria, Belgium and France in 2017. The recommendations mainly refer to the need to improve policies in the field of education, vocational training and labour market for people with a migrant background.

The EU increased its support to Member States in the use of EU funds for migrant integration

32. In response to the increase in the migration inflows, starting from 2015, the **EU budget mobilized over €5 000 million of additional funding for migration** up to 2021. About €3 200 million of this came from its flexibility instrument<sup>45</sup> and more than €2 000 million through its contingency margin<sup>46</sup>. Part of this was also used to increase the total budget for AMIF, of which over €115 million (i.e. more than 15 %) went to the specific allocation for integration and legal migration. All AMIF programmes have been modified to reflect this increase in funding.

33. For the second half of the programme period (2018-2020), in the context of the mid-term review of the AMIF programmes, the Commission asked Member States to reassess their needs in terms of asylum, migration and integration. **Member States declared that they needed an additional amount of around €450 million to address the integration needs of migrants** under the scope of AMIF. This is roughly half of the AMIF funding currently available for integration (see **Figure 8**). According to the Commission, funding needs will be assessed regularly in the context of the annual budgetary procedures.

34. To support Member States in evaluating their new needs and to provide assistance on how EU funds might cope with increased migration inflows, Commission staff visited Member States situated along the Western Balkans route and offered support to all Member States in the redesign of EU programmes. The Commission also reminded Member States that ESIF could be used for migrant integration. All Member States (except Denmark which does not use AMIF) modified their national AMIF programmes to reflect the increased funding. Concerning the ESIF, Member States considered that the programmes already provided an adequate response to the new situation; only two ERDF and one EAFRD programme were modified by March 2018. In our survey, 22 Member States declared that the allocation of funds for migrant integration changed after 2015.

**Challenge 3: Sound and comprehensive assessment of needs and funding**

Integration policies require a sound and comprehensive assessment of migrant and host society needs and funded by adequate resources made available when needed. Without a robust estimate of the funding needed at national level and how EU funding can complement national interventions, there is a risk that policies might be ineffective.

The Commission adopted an Action Plan for the integration of migrants

35. The 2016 Commission 'Action Plan on the integration of third-country nationals' (the 'Action Plan' - see [paragraph 16](#)), strengthens the Commission's coordinating role on integration. The Action Plan targets all migrants legally residing in the EU excluding second and third generation migrants. This initiative takes into account the Commission's accumulated knowledge and is designed to engage all relevant stakeholders in participating in the integration process. It encompassed measures in the following areas:

- **Pre-departure and pre-arrival measures** aiming to support migrants at the earliest point of the migration process. Examples are language and job-related training.
- **Education and training** as a critical tool for successful integration. Language training is considered crucial, as well as the right to childcare and to quality education for children and increasing awareness of the laws, culture and values of the receiving society.
- **Employment and vocational training** to support the timely and full integration of migrants in the labour market. Such training can also help to mitigate the need for

specific skills in the EU and its aging societies. Examples include facilitating the validation of skills and the recognition of qualifications.

- **Access to basic services** such as housing and healthcare enabling migrants to start a life in a new country and to have a reasonable chance of employment. Initiatives include providing affordable social housing, combatting the challenges of urban diversity such as geographical segregation, and mapping the health needs of migrants.
- **Active participation of migrants** in society as a way to promote **social inclusion**. This can be achieved by promoting exchanges with the receiving communities through social, cultural and sports activities, by encouraging migrants to take an active role in the local, regional and national social and political environment and by fighting discrimination.
- **Tools** for coordination, funding and monitoring.

36. The Action Plan identified 52 measures for the Commission to support Member States and other organisations in their efforts to foster migrant integration, for implementation in 2016 and 2017. An example of a measure in the Action Plan is in **Box 2. As of end December 2017, 23 measures had not been completed** by the Commission<sup>47</sup>. The Commission will report on the implementation of the Action Plan to the Parliament and the Council during 2018.

37. In addition, the Action Plan, which was acknowledged by the Council<sup>48</sup>, encouraged Member States to focus their efforts on certain measures that could be undertaken at the national level. According to the Commission, as these measures were formulated as suggestions for the Member States and fall under their competence, it does not monitor them.

**Box 2 - Example of a measure in the 'Action Plan'**

Under the Skills Agenda for Europe, in November 2017, the Commission launched the 'EU Skills Profile Tool' for migrants<sup>49</sup>. The aim is to identify and register the skills and qualifications of asylum seekers, refugees and other migrants and to provide them with concrete advice about what to do next (e.g. referral to further training, recognition of diplomas, validation of skills or employment support). The tool can be used by national and other organisations offering services to migrants.

#### **Challenge 4: Commitment of Member States to implement the Action Plan**

The effective implementation of Action Plan measures relating to Member States depends on their commitment. The lack of monitoring of these measures by the Commission may limit its ability to provide additional support to Member States.

Member States acknowledge the relevance of the Commission's role, but the majority is of the opinion that it should not be increased

38. Nearly all those who responded to our survey assessed the support provided by the Commission for the development and implementation of their integration policy as partially or fully relevant. In particular, Member States valued the availability of dedicated funding (AMIF) for migrants and the ability to exchange good practices through the EIN. However, 13 members of the EIN reported that they would appreciate more flexibility in the use of EU funds and a reduction in the administrative burden in spending it. The majority of EIN members (20 out of the 29 that provided a reply) consider that **the current competences of the Commission in the field of migrant integration should not be increased.**

#### **MEMBER STATES ARE PRIMARILY RESPONSIBLE FOR MIGRANT INTEGRATION**

39. Although the EU plays an important role, primary responsibility for integration policies lies with the Member States, at national, regional and local level. In this context, we reviewed how integration policies in the Member States shape migrant integration, including the tools used to monitor outcomes, and how coordination arrangements at EU and national level are set up to ensure synergies and complementarity between funds.

#### ***Most Member States have integration policies in place***

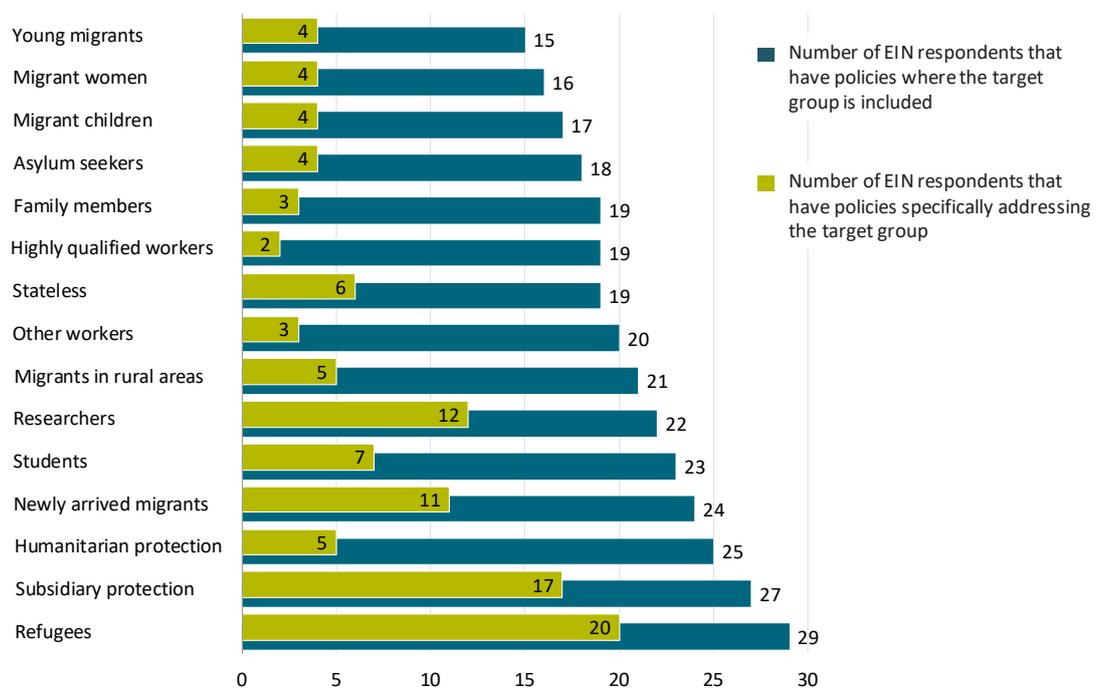
*Ali recently came to the EU, having left everything behind him. He has a poor command of the local language and he needs to urgently find a way to support himself. He therefore accepted a job below his expectations. He wanted to attend a language course to improve his language skills, but these were organised during the day and Ali could not attend because of his working schedule. There was an evening course publicised, but the organizer was waiting for funding and it was not certain when it would start.*

40. Actions targeting migrants are developed under **different policy frameworks**. Some Member States have national integration policies, some develop actions at a local or regional

level and others incorporate migrant integration in policies not specifically designed for migrants. At the end of 2017, 25 Member States had a national/regional or local integration policy in place targeting migrants<sup>50</sup>. According to our survey, 22 Member States revised their integration policies since 2014. Although the absence of a specific policy does not mean that no action on migrant integration is taken, it may lead to difficulties in the implementation of a comprehensive approach towards that target group.

41. Our survey shows that currently refugees are the group of migrants most commonly the subject of government action. However, **many Member States do not take action in relation to some groups of migrants** (such as young migrants<sup>51</sup> or stateless people - see [Figure 9](#)), or **in some areas of integration** (see [Figure 10](#)). In addition, 14 Member States stated that since 2014 they had reassessed the needs of migrants and 16 Member States stated that they had shifted the focus of integration measures to other target groups in response to the increase in migratory inflows.

**Figure 9 - Many Member States do not have policies relating to particular groups of migrants**



Source: ECA, based on the survey.

**Figure 10 - Member States do not develop integration measures in all areas**

	Education	Social inclusion	Employment	Health	Housing	Vocational training
Number of Member States that have measures (% of total)	23 (82 %)	22 (79 %)	18 (64 %)	18 (64 %)	17 (61 %)	14 (50 %)

Note: Four Member States did not reply to this question.

Source: ECA, based on the survey.

42. The SAI reports we reviewed highlighted several shortcomings in the design and implementation of Member States' integration policies:

- **deficiencies in the design of the integration policies** (22 reports related to 11 Member States). The reports found problems concerning the existence of legislative gaps or legal restrictions that prevent the smooth implementation of actions (12 reports), weaknesses in the planning of different integration measures (seven reports) and the involvement of all relevant stakeholders in the integration process (three reports), and;
- **weaknesses related to the implementation of integration measures for migrants**. The measures were considered insufficient, inadequate or not used to the maximum extent (19 reports related to 12 Member States). For example, some measures limit groups of migrants from participating, some do not fully address the migrants' needs and others are not efficiently implemented. Examples of inadequate or insufficient integration measures reported by the SAIs are in **Box 3**.

**Box 3 - Examples of inadequate or insufficient integration measures reported by the SAIs**

In one Member State, the SAI reported that the access to integration measures, for persons under protection for less than one year, was restricted to the capital of the country. In another Member State, support for persons under protection was found to be mainly limited to payments of cash. Language training was also reported as not being adequate for migrants to learn the national language in four Member States (e.g., amount of training hours found insufficient, migrants could not participate in training or available funding not sufficient).

SAI reports also highlighted that particular target groups were not systematically covered by integration measures. For instance in a Member State, 33 municipalities did not offer any individual support measures to persons who had been granted protection until they were considered residents of the municipality. In another Member State, no specific integration measures for persons under protection had been envisaged in the first five years after their arrival.

**Challenge 5: Supporting all migrants across all relevant policy areas**

Integration policies at national level require a comprehensive framework to support all migrants across all relevant policy areas. Integration policies that do not address all relevant policy areas for all groups of migrants may lead to less effective integration.

***Data on integration is currently limited***

43. The **availability of good data is crucial** to developing integration policies that respond to the needs of migrants. At EU level, the Council<sup>52</sup> agreed in 2010 on a set of common EU core indicators ('Zaragoza indicators') to measure migrant integration in the areas of employment, education, social inclusion and active citizenship. These indicators represent a step forward in understanding integration in the EU. According to the Commission, however, they have limitations<sup>53</sup>: data on the migrant population is not always harmonised, indicators are not always reliable, and the different groups of migrants cannot be identified. This is mainly because the Zaragoza indicators use information from EU-wide standardized sample surveys<sup>54</sup> that do not cover all migrants and are likely to have a low response rate from migrants. About half of the respondents to our survey stated that they did not use Zaragoza indicators to monitor the outcomes of their integration policies. In total, **30 % of respondents do not use any indicator** to monitor the outcome of their integration policies.

44. The **Commission is also working to improve the availability of data**. In 2016, the Commission set up a Knowledge Centre on Migration and Demography under the Commission's Joint Research Centre (JRC), which aims to better manage the information currently available and to strengthen the Commission's ability to respond to the challenges posed by migration. The Commission also developed two new indicators related to the health of migrants and enhanced the coverage of some employment indicators by adding a regional dimension and a level of urbanisation. In 2018, the Commission, together with OECD, intends to publish a report on integration indicators to compare the situation in EU Member States and non-EU Member States<sup>55</sup>. In 2021<sup>56</sup>, the Commission is planning to provide further information on the labour situation of migrants and their immediate descendants, similar to what was provided in 2014<sup>57</sup>. The Migrant Integration Policy Index (MIPEX), developed by two private organisations with AMIF funding, also allows a comparison between Member States and other countries by providing an evaluation of their integration policies<sup>58</sup>.

45. At national level, the reports of the SAIs that we reviewed highlight that there is **insufficient information on integration measures**. This is because indicators to measure integration are absent or inadequate (six reports in four Member States); and because of the collection of inadequate or incomplete data (15 reports in 12 Member States). In addition, in the context of the Urban Agenda initiative<sup>59</sup>, weaknesses were reported in setting evidence-based integration policies in the cities<sup>60</sup>. According to our survey, most Member States either partially know (18) or do not know (four) the number of migrants supported by integration measures and the corresponding amount spent. None of the Member States that replied to our survey were able to provide a breakdown by groups of migrants (e.g. refugees, family reunification, etc.) for all EU and national funds.

46. In terms of EU funds, the 2014-2020 EU legislative framework for **AMIF, ESIF and FEAD does not require Member States to specifically monitor the outcomes** (i.e. results, impact) of integration measures on migrants. In practice, this also means that, with the exceptions of AMIF, the Commission does not have a comprehensive overview of the measures that Member States are implementing to support migrants. The following monitoring arrangements apply to each fund:

- The AMIF specifically requires Member States to collect annual information on the number of migrants supported, but not on the extent of the integration achieved (e.g. if language was learnt, if a job was found, etc.). The outcomes of the measures supported by AMIF will be evaluated through ex-post evaluation reports by the end of 2023<sup>61</sup>. At the end of 2017, expenditure was low (an average of 16 %, with two Member States not spending at all). However, at the end of 2017<sup>62</sup>, about 30 % of AMIF integration targets in terms of the number of migrants supported had been achieved<sup>63</sup>, with four Member States already exceeding their targets for 2020.
- The ESF/YEI includes migrants within the target group 'migrants, participants with a foreign background, minorities' (for reporting on outputs) and within 'disadvantaged participants' (for reporting on results). Therefore, the available indicators cannot provide information on the outcomes of measures specifically for migrants. Moreover, Member States may decide not to collect data on a systematic basis for reasons of personal data protection<sup>64</sup>.

- The ERDF and EMFF do not currently have specific indicators concerning migrants. For ERDF, in 2016 the Commission proposed to add a new specific investment priority for migrants and refugees, as well as new dedicated indicators<sup>65</sup>, some of which specifically measure the number of migrants supported. These initiatives should facilitate the development of an evidence-based policy making.
- For the EAFRD, since 2016, Member States have been requested to identify and report on the cases where an operation can potentially contribute to the integration of migrants<sup>66</sup>.
- The FEAD may also include migrants (depending on how the Member State defines the target group). Here, the data is determined based on 'informed estimations of the partner organisations rather than information provided by end-recipients'<sup>67</sup>.

47. In our 2016 annual report<sup>68</sup>, we reported **weaknesses in the monitoring systems** of the two Member States that we examined concerning the AMIF. **Monitoring is also the area where the SAIs find most issues.** These include weaknesses in the following areas:

- monitoring provisions (eight reports related to eight Member States);
- IT systems (three reports for three Member States);
- monitoring visits (four reports for three Member States);
- evaluation of measures (eight reports for six Member States);
- reporting of results (four reports for four Member States);
- reporting in general (10 reports for six Member States).

**Challenge 6: Effective monitoring of integration outcomes to measure progress and adapt policies if needed**

Monitoring integration outcomes allows stakeholders to measure the progress in the implementation of integration policies, identify limitations and adapt policies if needed. Lack of good data or inappropriate monitoring may prevent measures from being redirected and/or policies from being redesigned to address the real needs of migrants.

***Synergies and complementarity depend on the effectiveness of EU and national coordination***

*Volunteering was rewarding, but Leila wanted to do more. She wanted to create her own NGO to help more migrants. Various publications say that several funds are available, so she thought it would be easy to finance her ideas. She quickly realised that this was not the case.*

EU funds are not always mutually exclusive

48. The same type of action for the same target group may be financed under different EU funds (see **Annex VII**). To ensure the coordination and complementarity between the EU funds, the AMIF regulation<sup>69</sup> and the **ESIF regulatory framework**<sup>70</sup> **require Member States to detail**, in their programming documents, the **mechanisms by which they plan to coordinate** the different EU and national instruments. For the FEAD no specific coordination mechanism is required. SAI reports in three Member States identified the risk of overlaps and, in one case the SAI reported the existence of double funding.

49. Besides legislative arrangements, **the Commission also has an internal governance structure for coordination in place**. Commission staff review all EU programmes through an inter-service consultation process before their adoption. In response to the increase in inward migration, the Commission also set up, in November 2015, an Inter-Service Group on the integration of migrants, comprising staff from different Commission Directorates-General.

50. In a previous audit we found that significant overlaps existed between the European Integration Fund, AMIF's predecessor, and ESF<sup>71</sup>. Our report concluded that coherence and complementarity with ESF in both the design and implementation phases were not effective. Apart from an increased risk of double-funding, overlaps cause additional costs (e.g. staff costs) and potential synergies are lost.

51. According to the Commission, **to minimize these risks**, the AMIF legal basis for the current 2014-2020 programme period has been adjusted. In addition, the Commission carried out a policy dialogue with the Member States and reviewed programmes internally before adopting them. In 2015 the Commission also published **two notes**<sup>72</sup> clarifying the differences between funds and guiding Member States on how best to achieve

complementarity and synergies. The Commission also held **conferences** and **workshops**<sup>73</sup> and set up **networks**<sup>74</sup> with national authorities to explain how funds can be used. In January 2018, the Commission published a **toolkit** on the use of EU Funds<sup>75</sup>. Moreover, as part of the **AMIF mid-term review process**, the Commission required Member States<sup>76</sup> to evaluate the complementarity of AMIF with other relevant EU funds. However, the Council, in its conclusions on cohesion policy post-2020<sup>77</sup>, requested that the Commission 'carry out a careful analysis of complementarities and overlaps between EU instruments in preparation for the period post-2020 in view of enhancing synergies between them', stressing that all EU budget instruments should complement each other.

#### Member States are responsible for implementing effective coordination mechanisms

52. Member States are responsible for deciding which funds to use, ensuring they are used in a coherent way - exploiting the scope for synergies and preventing double funding. In our survey, 23 Member States<sup>78</sup> said that they had a body coordinating the different organisations responsible for the integration of migrants. However, the SAI reports that we reviewed identified weaknesses in the coordination mechanisms of eight of those 23 Member States. Moreover, only three Member States reported that they had issued guidance on coordination. This **indicates that there is a risk of loss of synergies and complementarity** even in cases where a coordination body is in place.

53. The need for a strong national leadership role is particularly important given the multi-level governance structure required by the funds that can be used for integration, involving different bodies and responsibilities. We calculated that there are **over 400 different organisations** involved in **managing** measures financed from EU funds for the integration of migrants in the 2014-2020 programme period and an additional 500 bodies in Cohesion policy alone implementing the funds (ESF/ YEI, ERDF and CF)<sup>79</sup>. Previous ECA reports<sup>80</sup> and Commission studies<sup>81</sup> have stated that the **design and delivery mechanism** of the ESIF are **complex**. With the aim of streamlining the rules applicable to the ESIF, the Commission proposed a revision to the funds' regulations as part of the mid-term review of the EU's multiannual financial framework 2014-2020. In November 2017, the Council called the Commission to simplify the cohesion policy and the ESIF for post-2020<sup>77</sup>.

54. At the national level, there needs to be coordination not only between the organisations dealing with the different funds (including national funds), but also between the different layers of implementation (from national authorities at national/ regional level to intermediary bodies at municipal/ local level). An analysis performed in the context of the Urban Agenda (see [paragraph 45](#)), shows that cities in general cannot access, or only have limited access to, integration funding because, under the ESIF or AMIF, funds are channelled through national or regional authorities<sup>82</sup>. **Difficulties in accessing funds for the integration of migrants** were also reported by the SAIs (seven reports in six Member States). The other organisations that we interviewed reported that the distribution of funds from national/ regional authorities to beneficiaries is not always very transparent. This was also highlighted by six SAIs in seven reports.

**Challenge 7: Effective coordination of funding at EU and national level**

Without effective coordination at EU and national level, there is the risk that the complexity of funding arrangements may lead to inefficient policy implementation (less complementarity, fewer synergies, difficulties in accessing funds, risk of double funding).

**CONCLUDING COMMENTS**

55. Integration is 'a dynamic, long term, and continuous two-way process' involving both migrants and the receiving society. Integrating migrants in their new societies within the EU is not easy, particularly given the significant increase in migrants in the last decade. However, it is a task that the Union has committed itself to tackling, and effective integration has a number of potential economic, social and fiscal benefits for the countries where migrants settle (see [paragraph 6](#)).

56. In this document, we have set out the main issues relating to the integration of migrants, and have highlighted seven key challenges:

- Reducing delays in the start of integration process
- Guaranteeing equal rights and non-discrimination
- Sound and comprehensive assessment of needs and funding
- Commitment of Member States to implement the Action Plan

- Supporting all migrants across all relevant policy areas
- Effective monitoring of integration outcomes to measure progress and adapt policies if needed
- Effective coordination of funding at EU and national level.

57. Meeting these challenges will require effective, coordinated efforts on the part of all those involved: EU institutions, national, regional and local governments - as well as other agencies and voluntary organisations. This action is needed to give meaning to the words of the Treaty on European Union, Article 2 of which states that 'The Union is founded on the values of respect for human dignity, freedom, democracy, equality ... and respect for human rights'.

This Briefing Paper was adopted by Chamber II, headed by Mrs Iliana IVANOVA, Member of the Court of Auditors, in Luxembourg at its meeting of 25 April 2018.

*For the Court of Auditors*

Klaus-Heiner LEHNE

*President*

## Glossary

### **Migration related terminology: migrants, refugees and asylum seekers are not the same**

The terms migrant, refugee and asylum seeker are not synonyms. Understanding the differences is the first step to understand the EU framework on integration. For more information on terminology related with migration see the glossary of the European Migration Network (EMN)<sup>83</sup>.

- **Asylum-seeker** (or asylum applicant) is a migrant that requests protection under the Geneva Convention of 1951<sup>84</sup> (international protection) or the national refugee law (national protection).
- **Beneficiary of humanitarian protection** is a migrant to which protection has been provided under the national legislation. According to the EMN, humanitarian protection is 'a form of non-EU harmonised protection nowadays normally replaced by subsidiary protection, except in some Member States'.
- **Beneficiary of subsidiary protection** is a migrant who does not qualify as a refugee within the strict meaning of the Geneva Convention (i.e., there is no 'well-founded fear of persecution'), but in respect of whom substantial grounds have been shown for believing that the person concerned, if returned to their country of origin, or in the case of a stateless person to their country of former habitual residence, would face a real risk of suffering serious harm (such as execution, torture, conflict or massive violations of human rights).
- **Persons residing illegally** is a migrant who does not fulfil, or no longer fulfils, the conditions of entry as set out in the Schengen Borders Code or other conditions for entry, stay or residence in a Member State.
- **Migrant from outside the EU** - see third-country national.
- **Refugee** is a person who has been recognised as being in need of international protection. In the EU context, migrant who owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality or country of former residence and is unable or, owing to such fear, unwilling to avail himself of the protection of that country and to whom article 12 (exclusion) of Directive 2011/95/EU (Qualification directive') does not apply.
- **Relocation** is a transfer of a person under international protection (or applying for international protection) from the EU Member State that granted protection (or is responsible for examining their application) to another Member State where they will be granted similar protection (where their applications will be examined).
- **Resettlement**, in the EU context, means a transfer of a migrant from a third country to a Member State where they are permitted to reside either with a refugee status or with a status that offers the same rights and benefits, under national and EU law, as the refugee status.

- **Stateless** person is a person who is not considered as a national by any state under the operation of its law. In the context of this briefing paper, they are included within the TCNs.
- **Third-country nationals** (TCNs) is any person who is not a citizen of the Union within the meaning of Article 20(1) TFEU, i.e. that does not hold a nationality of a Member State (including stateless). In the context of this briefing paper, third-country nationals are 'migrants from outside the EU'.

There are, therefore, different categories of migrant beyond refugees. A person seeking protection clearly differs from other categories of migrants who migrate for employment, family reunification, study or research purposes.

Other useful terminology, based on Eurostat<sup>85</sup> are:

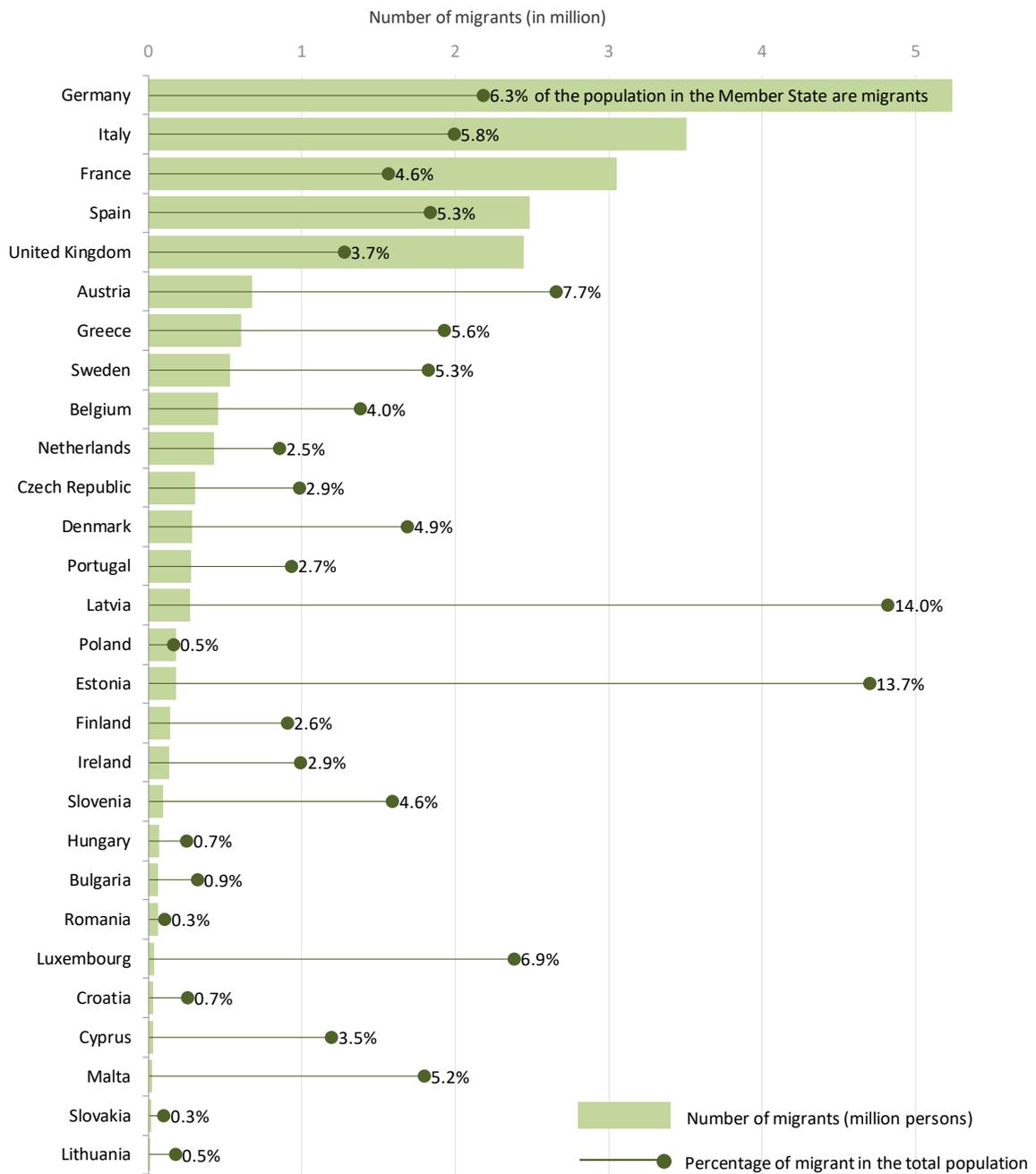
- **Final decision** on asylum applications means a decision granted at final instance of the asylum procedure that results from the appeal lodged by the asylum seeker rejected in the previous stage of the process.
- **First instance decision** on asylum application means a decision granted by the responsible authority as a first instance of the asylum procedure in the receiving country. It can either be positive (asylum granted) or negative (application rejected). In case of negative decision, the asylum seekers is entitled to appeal.
- A **First time asylum applicant** is a person who lodged an application for international protection for the first time in a given Member State during the reference period, irrespective of the fact that he is found to have applied in another Member State.
- **Residence Permit** is any authorisation valid for at least three months issued by the authorities of an EU Member State allowing a migrant to stay legally on its territory.

### Other terminology

- The **Asylum, Migration and Integration Fund (AMIF)** promotes the efficient management of migration flows and the implementation, strengthening and development of a common Union approach to asylum and immigration.
- **Cohesion Policy:** Cohesion policy is one of the biggest policy areas on which the EU budget is spent. It aims to reduce development disparities between different regions, restructure declining industrial areas and diversify rural areas, and to encourage cross-border, transnational and interregional cooperation. It is funded from the European Regional Development Fund (ERDF), the European Social Fund (ESF) and the Cohesion Fund (CF).
- **European Agricultural Fund for Rural Development (EAFRD):** EAFRD is the Union's financial contribution to rural development programmes, which aims to foster the competitiveness of agriculture, ensuring the sustainable management of natural resources and climate actions and achieving balanced territorial development of rural economies including the creation and maintenance of employment.

- **European Integration Network (EIN)** promotes the cooperation with national, local and regional entities and other EU level networks in areas related to the integration of migrants. It is one of the measures of the 'Action Plan on integration' implemented by the Commission and replaces the former Network of National Contact Points on Integration.
- The **European Maritime and Fisheries Fund (EMFF)** aims at helping fishermen in the transition to sustainable fishing and at supporting coastal communities in diversifying their economies.
- **European Regional Development Fund (ERDF)**: The European Regional Development Fund aims to reinforce economic and social cohesion within the European Union by redressing the main regional imbalances through financial support for the creation of infrastructure and productive job-creating investment, mainly for businesses.
- **European Social Fund (ESF)**: The European Social Fund aims at promoting high levels of employment and job quality, encouraging a high level of education and training for all, combating poverty and enhancing social inclusion, thereby contributing to strengthening economic, social and territorial cohesion within the European Union.
- **European Structural and Investment Funds (ESIF)**: Over half of EU funding is channelled through the five European structural and investment funds. They are jointly managed by the European Commission and EU Member States. The funds include: European Regional Development Fund (ERDF); European Social Fund (ESF); Cohesion Fund (CF); European Agricultural Fund for Rural Development (EAFRD); and the European Maritime and Fisheries Fund (EMFF).
- The **Fund for European Aid to the Most Deprived (FEAD)** contributes to alleviate the worst forms of poverty, by providing non-financial assistance to the most deprived persons by food and/or basic material assistance, and social inclusion activities aiming at the social integration of the most deprived persons.
- **Integration/Inclusion**: Integration, according to the 'Common Basic Principles for immigrant integration policy', is a 'dynamic, two-way process of mutual accommodation by immigrants and residents of Member State'. Integration and inclusion are often used as synonyms: integration is generally used in the context of the action aiming at an actual application of the fundamental rights or values (as such described in the Article 2 of the TFEU) whereas inclusion is more often referred to in the context of socio-economic measures.
- **Supreme audit institutions (SAI)**: national bodies responsible for examining government revenue and expenditure. There is one SAI in each of the EU Member States, the European Court of Auditors is the SAI of the EU.
- **TFEU**: Treaty on the Functioning of the European Union.
- The **Youth Employment Initiative (YEI)**: The YEI aims to provide financial support to regions with youth unemployment rates above 25 %.

**Number of migrants in the Member States and its percentage in the population (2017)**



Source: ECA, based on Eurostat as of March 2018.

**Annex III****Survey on migrant integration**

We received the replies to our survey between 18 October and 20 December 2017. All Members of the European Integration Network replied and we received 32 replies: four from Belgium (Brussels region, German-speaking community, Flemish region and Walloon region), one from each of the other 27 Member States and one from Norway.

Below we present the number of replies to each of the questions. Not all EIN members replied to all the questions. The numbers represent the number of EIN members that replied to the specific question of the survey; it does not correspond to the number of Member States.

**Question 1** - Name and contact details of the person filling this survey

<b>Question 2 - What are the target groups of your integration policy?</b>		
	Mark if applicable	Mark if there is a particular focus <sup>4</sup>
<b>Person seeking or granted protection</b>		
Refugees	29	20
Beneficiaries of subsidiary protection	27	17
Beneficiaries of humanitarian protection	21	12
Asylum seekers	20	6
<b>Other migrants</b>		
Family members	26	5
Highly qualified workers	16	4
Researchers	15	4
Students	18	5
Other workers	20	3
Stateless persons	19	4
Migrant children <sup>1</sup>	25	11
Migrant women	23	7
Young Migrants	26	6
Migrants established in rural areas	20	3
Newly arrived <sup>2</sup> migrants with residence permit	23	8
Foreign born nationals <sup>3</sup>	14	5
EU citizens <sup>3</sup>	14	4

Notes: <sup>1</sup> i.e. minor migrants, accompanied or not. <sup>2</sup> Less than one year of legal residence in the host country. <sup>3</sup> Not to be considered as migrants from outside the EU. <sup>4</sup> Mark if there are specific actions or important part of funding targeting the group.

<b>Question 3 - How do the following factors contribute to the effectiveness of migrant integration?<sup>1</sup></b>			
	Negative	Positive	No impact
<b>Economic and political environment</b>			
Economic environment (Employment rate, demographic changes, etc.)	11	22	3
Political environment	8	23	3
<b>Funding for integration</b>			
Availability and accessibility to EU funds	1	28	0
Availability and accessibility to national/ regional and/ or local funds	2	26	3
<b>Policy for integration</b>			
Existence of an integration policy at national/ regional or local level	0	30	1
Quality of the policy design at national/ regional or local level	0	27	2
Mainstreaming of the integration policy into other relevant policies	0	27	3
Role of NGOs and other stakeholders	0	31	0
Coordination amongst different governance levels	0	28	2
Institutional entities dedicated to the integration of migrants	0	24	3
Policy monitoring	0	24	5

EU laws and policy instruments	2	26	4
<b>Attitude toward integration</b>			
Anti-discrimination measures in the country	2	28	1
Attitude of hosting population	6 <sup>2</sup>	19	3
Attitude of migrants	1	21	5
Promoting awareness about the benefits of integration	0	24	4
<b>Legal rights of TCNs</b>			
Access to labour market	1	29	0
Access to family reunification	1	27	1
Access to citizenship/ long-term residence	0	26	3
Access to social and health services	2	29	0
Access to housing	3	24	2
Access to education	0	28	1
<b>Skills-education</b>			
TCNs knowledge of the host society's language	4	26	2
Procedures to recognise qualifications	4	26	1
Educational level of migrants	4	18	8

Note: <sup>1</sup> In some cases, the respondents identified more than one type of impact on a determined factor. Therefore, the total number of replies for each factor can be more than the total number of respondents. <sup>2</sup> Two respondents identified the attitude of hosting population as having both a positive and a negative impact.

<b>Question 4 - Did the recent EU migratory challenge (since 2014) led your country to change any aspect of the integration policy followed?</b>	
	Mark if applicable
National and/or regional and/or local strategies / action plans were created	22
Change in the allocation of funds to the integration of migrants	22
A new entity was created to deal with a particular aspect of the policy or an existing entity was granted more functions	17
The needs of the migrants were reassessed	14
The focus was shifted to another target group (e.g. refugees, young migrants, etc.)	16
Additional measures were developed	15
More indicators were developed	7
Other (please specify)	3

<b>Question 5 - Are there studies/ evidence on the effects of the integration policy of your country for the integration of migrants?</b>	
Yes – 22	No – 9

<b>Question 6 - Which funds does your country use to implement measures for the integration of migrants?</b>		
<b>EU Funds</b>		
AMIF	Asylum, Migration and Integration Fund	30
SOLID funds	General programme on Solidarity and Management of Migration Flows consisting of four funds (EIF, ERF, EBF, RF)	23
EAFRD	European Agricultural Fund for Rural Development	3
EMFF	European Maritime and Fisheries Fund	0
ESF	European Social Fund	23
ERDF	European Regional Development Fund	5
FEAD	Fund for European Aid to the most Deprived	4
EaSI	EU programme for Employment and Social innovation	1
Horizon 2020	EU Framework Programme for Research and Innovation	1
YEI	Youth Employment Initiative	1
ERASMUS+	European Programme for education, training, youth and sport	6
COSME	Competitiveness of Enterprises and small and medium-sized enterprises	0
	Europe for Citizens programme	0
	Rights, Equality and Citizenship Programme	0
	Justice Programme	0
<b>National funds</b>		
		24

<b>Question 7</b> - Are the numbers of migrants supported and the corresponding funding ( <u>commitments</u> ) from EU and national funds known?		
Yes – 6	Partially – 20	No – 5

<b>Question 8</b> - Are the numbers of migrants supported and the corresponding funding from EU and national funds detailed by groups of migrants (e.g. workers, refugees, family members, etc.)?			
EU funds	Yes, for all funds	Yes, for some funds	No
	1	10	18
National funds	Yes, for all funds	Yes, for some funds	No
	2	5	16

<b>Question 9</b> - Is there a coordination body between the different entities responsible for the implementation of measures related to the integration of migrants?	
Yes – 26	No – 5

<b>Question 10</b> - Are the different EU funds supporting the same type of interventions for the same target group when implementing actions in your country?		
Yes – 2	Partially – 8	No – 19

<b>Question 11</b> - Please provide the total number and corresponding breakdown of the entities responsible for the implementation and monitoring of measures related to the integration of migrants.	
Note: Different approaches were used to reply to this question. The results are therefore not meaningful and thus not presented.	
	Total
<b>Implementing national funds</b>	
(departments of) Ministries	
Other (please specify)	
Other (please specify)	
<b>Implementing EU funds</b>	
Managing authorities	
Intermediary bodies	
Responsible Authorities	
Delegated Authorities	
Other (please specify)	
Other (please specify)	
<b>TOTAL</b>	

<b>Question 12</b> - Does your country use the Zaragoza indicators?			
	All indicators are used	Indicators are partially used	Indicators are not used
Employment	1	13	16
Education	1	14	15
Social Inclusion	3	11	16
Active citizenship	2	11	17

<b>Question 13</b> - Does your country use other indicators to monitor the development of its integration policy?	
Yes – 16	No – 15

<b>Question 14</b> - Does your Member State have any rules that limit the collection of data per group of migrants?	
Yes – 10	No – 20

**Question 15** - Please provide two examples of EU funded projects implemented in your country with a significant relevance for the integration of migrants (for 2 different areas of integration and for the programming period 2014-2020).

<b>Question 16</b> - Do you think the support provided by the European Commission for the development and implementation of the integration policy in your country has been relevant?			
Relevant – 19	Partially or not fully relevant – 8	Not relevant – 0	No support was provided – 2

**Question 17** - Which aspect is considered to be the most valued from the support from the Commission?

**Question 18** - How could the Commission' support be improved?

**Question 19** - Does your country consider that the competence of the EU in the field of the integration of migrants should be increased?

Note: the numbers represent the numbers of replies to each category

Yes – 9

No – 20

**Annex to the survey** - Please mark areas of integration where actions are being implemented for the integration of migrants regarding the programme period 2014-2020.

EU fund	Integration Measures	Mark if applicable	EU fund	Integration Measures	Mark if applicable
AMIF	Employment	12	FEAD	Employment	0
	Education	24		Education	0
	Vocational training	11		Vocational training	0
	Housing	16		Housing	0
	Health	16		Health	0
	Social inclusion	26		Social inclusion	4
ESF/ YEI	Employment	15	ERDF	Employment	0
	Education	8		Education	0
	Vocational training	13		Vocational training	2
	Housing	2		Housing	2
	Health	2		Health	3
	Social inclusion	14		Social inclusion	3
EAFRD	Employment	0	EMFF	Employment	0
	Education	0		Education	0
	Vocational training	0		Vocational training	0
	Housing	0		Housing	0
	Health	0		Health	0
	Social inclusion	2		Social inclusion	0

## Timeline of the EU framework for migrant integration



### Migration directives in force relevant for migrant integration

#### *Directives under the European Legal Migration Policy*

Directive	Purpose	Status
Council Directive <b>2003/109/EC</b> of 25 November 2003 as amended by Directive 2011/51/EU	<b>Long-term residents</b> - All migrants residing legally in the territory of an EU country for at least five years of continuous legal residence, are granted "long-term resident" status.	Public consultation on the fitness check (REFIT initiative) closed on 18 September 2017.  Note: the REFIT initiative is a process under which existing legislation and measures are analysed to make sure that the benefits of EU law are reached at least cost for stakeholders, citizens and public administrations and that regulatory costs are reduced, whenever possible, without affecting the policy objectives pursued by the initiative in question.
Council Directive <b>2003/86/EC</b> of 22 September 2003	<b>Family Reunification</b> - Sets the rules and conditions under which migrants who are legally residing in the EU and bring their non-EU national spouse, under-age children and children of their spouse to the Member State in which they are residing.	
Directive <b>2011/98/EU</b> of 13 December 2011	<b>Single Permit</b> - Single application procedure for a single permit for migrants to reside and work in the territory of a Member State and on a common set of rights for migrant workers legally residing in a Member State.	
Directive <b>2014/66/EU</b> of 15 May 2014	<b>Intra-corporate transferees</b> - Conditions of entry and residence of migrants to facilitate intra-corporate transferees.	
Directive <b>2014/36/EU</b> of 26 February 2014	<b>Seasonal workers</b> - Minimum rules for the admission of low skills migrant workers.	
Directive <b>2016/801</b> of 11 May 2016	<b>Students and researchers</b> - New rules for the entry and residence of migrant students and researchers as well as for school pupils, trainees, volunteers and au pairs.	
Council Directive <b>2009/50/EC</b> of 25 May 2009 <sup>1</sup>	<b>EU Blue Card</b> (under revision) - Conditions of entry and residence of third-country nationals for the purposes of highly qualified employment.	In March 2018 is <b>under revision</b> : Commission Proposal COM(2016) 378

#### *Directives under the second stage of the Common European Asylum System (CEAS)*

Directive <b>2013/32/EU</b> of 26 June 2013 (recast)	<b>Revised Asylum Procedures</b> - Sets common procedures for granting and withdraw international protection.	In March 2018 is <b>under revision</b> : Commission Proposal COM(2016) 467
Directive <b>2013/33/EU</b> of 26 June 2013 (recast)	<b>Revised Reception Conditions</b> - Sets standards for the reception of applicants for international protection.	In March 2018 is <b>under revision</b> : Commission Proposal COM(2016) 465
Directive <b>2011/95/EU</b> of 13 December 2011 (recast)	<b>Revised Qualification directive</b> - Standards for the qualification of third-country nationals as beneficiaries of international protection, for a uniform status for refugees or for persons eligible for subsidiary protection, and for the content of the protection granted.	In March 2018 is <b>under revision</b> : Commission Proposal COM(2016) 466
Council Directive <b>2001/55/EC</b> of 20 July 2001	<b>Temporary Protection</b> - Minimum standards for giving temporary protection in the event of a mass inflow of displaced persons and on measures promoting a balance of efforts between Member States in receiving such persons and bearing the consequences thereof.	This Directive has not been triggered so far. An evaluation was performed by the Commission in 2016.

Note: Denmark does not apply EU-wide rules relating to migration, visa and asylum policies. Ireland and the United Kingdom choose, on a case-by-case basis, whether to adopt them.

<sup>1</sup> This proposal also includes modifications to Council Directive 2003/109/EC.

## Annex VI

Integration conditions in the EU migration law

	Residence permit	Access to employment	Access to education	Qualifications recognition	Access to social welfare	Access to healthcare	Right to family reunification	Freedom of movement
<b>Asylum seekers</b> Directive 2013/33/EU	Not in the directive	No later than 9 months from the date of lodging the application for international protection	For minors: same as nationals	Not in the directive		At least, emergency and essential care and treatment of illnesses and serious mental disorders	Excluded by Directive 2003/86	Within the host MS or within an area assigned
<b>Refugees</b> Directive 2011/95/EU	Min 3 years, renewable	Just after granting status	Same as nationals			Same as nationals	Allowed	Same as other legally residing migrants
<b>Subsidiary protection beneficiaries</b> Directive 2011/95/EU	At least 1 year, renewable		Same as nationals	May be limited to core benefits	Excluded by Directive 2003/86			
<b>Family members</b> Directive 2003/86/EC	1 year, renewable	Same as nationals, but MS may restrict access	Same as nationals	Not in the directive		Sponsor to provide sickness insurance	N/A	Not in the directive
<b>Highly qualified workers</b> Directive 2009/50/EC	1 to 4 years, renewable as set by MS. If work contract is < than 2 years: duration of the contract + 3 months	First 2 years restricted to activities which meet the conditions for admission. After, MS may grant same treatment as nationals	Same as nationals			Not in the directive	Allowed	Allowed
<b>Seasonal workers</b> Directive 2014/36/EU	Between 5 and 9 months in any 12-month period	Restricted to the specific employment activity authorised under the permit	Same as nationals, but MS may restrict it	Same as nationals	As nationals but MS may exclude family and unemployment benefits		Excluded by Article 3 of Directive 2003/86	Allowed
<b>Intra-corporate transferee</b> Directive 2014/66/EU	Max 3 years for managers and specialists and 1 year for trainee employee	Restricted to the specific employment activity authorised under the permit	Not in the directive	Same as nationals		Not in the Directive 2014/66/EU	Allowed	Allowed
<b>Other migrant workers</b> Directive 2011/98/EU	Not in the directive	Only for the activity authorised in the permit	Same as nationals			Same as nationals, but MS may restrict it	Allowed	Allowed
<b>Researcher, students, training, voluntary service, pupil exchange, au pairing</b> Directive (EU) 2016/801	For the activity period. Can be extended at least 9 extra months for researchers and students	Allowed to researchers and students after the completion of the research or studies	Same as nationals. MS may limit it if no reciprocity with migrant's country of origin	Same as nationals	Competence of MS	Need of sickness insurance for the duration of the stay	Allowed for researchers	Allowed
<b>Long-term migrant residents</b> Directive 2003/109/EC	At least 5 years and, upon application, renewed	Same as nationals					Allowed	Allowed

Source: ECA, based on the EU migration legislation.

## Annex VII

**Overview of eligible actions related to integration under AMIF, ESIF and FEAD**

This annex summarises the similar interventions between the different EU funds under shared management for each of the actions stipulated in the AMIF regulation (article 9 of Regulation 516/2014) related to the integration of migrants.

	<b>Priority fields of action under AMIF</b>	<b>FEAD</b>	<b>ESF</b>	<b>ERDF</b>	<b>EAFRD</b>	<b>EMFF</b>
Integration	Setting up and developing integration strategies, including needs analysis, improvement of integration indicators, evaluation	No	Yes	No	No	No
	Advice and assistance in areas such as housing, means of subsistence, administrative and legal guidance, health, psychological and social care, child care and family reunification	Yes <sup>1</sup>	Partially	Partially <sup>5</sup>	Yes (mainly CLLD/ LEADER)	No
	Actions introducing migrants to the receiving society and enabling them to adapt to it, to inform them about their rights and obligations, to participate in civil and cultural life and to share values enshrined in the Charter of Fundamental Rights of the European Union	Yes <sup>1</sup>	Yes <sup>4</sup>	No	No	No
	Education and training, including language training and preparatory actions to facilitate access to the labour market	No	Yes	Partially <sup>5</sup>	Yes	Yes
	Self-empowerment actions including to enable migrants to provide for themselves	Yes <sup>2</sup>	Yes <sup>4</sup>	Partially <sup>6</sup>	Yes	Partially <sup>8</sup>
	Actions to promote meaningful contact and constructive dialogue between migrants and the receiving society, and actions to promote acceptance by the receiving society	No	Yes	No	Yes	Yes <sup>9</sup>
	Equal access and equal outcomes in dealings with public and private services, including adaptation to those services to dealing with migrants	Yes <sup>1</sup>	Yes	Yes <sup>7</sup>	Yes	No
Capacity-building of beneficiaries	Yes <sup>3</sup>	Yes	Yes	No	No	

## Notes:

<sup>1</sup> (OP II) with a view to their inclusion in society.

<sup>2</sup> (OP II) with a view to their inclusion in society (outside active labour market measures).

<sup>3</sup> For Partner organisations.

<sup>4</sup> In case these measures are part of an integrated set of measures to help the asylum seekers integrate into the labour market.

<sup>5</sup> Since the ERDF can invest in the construction/ renovation of social infrastructures for migrants.

<sup>6</sup> For example through business start-ups, microenterprises, support to self-employment.

<sup>7</sup> In particular by investments in infrastructural developments of public services.

<sup>8</sup> If the support is linked to start-up.

<sup>9</sup> Under Community led local development (CLLD) (with the exception of infrastructure).

Source: Commission's note on 'Synergies between the AMIF and other EU funding instruments in relation to reception and integration of asylum seekers and other migrants' and Commission's services.

## ENDNOTES

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- <sup>1</sup> 2014 figure. Eurostat, 'Migrant integration', 2017 edition, based on the 2014 LFS *ad hoc* module; the number excludes Denmark, Ireland and Netherlands.
- <sup>2</sup> Eurostat statistics on residence permits as of March 2018.
- <sup>3</sup> JRC Working papers in Economics and Finance, 2017/4, 'Long-term Social, Economic and Fiscal Effects of Immigration into the EU: The Role of the Integration Policy', Artis Kancs and Patrizio Lecca, 2017.
- <sup>4</sup> 'Common basic principles for immigrant integration policy', Justice and Home Affairs Council conclusions of November 2004.
- <sup>5</sup> The EIN brings together representatives of national public authorities from all 28 EU countries, together with Iceland and Norway. It promotes the cooperation with national, local and regional entities and other EU level networks in areas related to the integration of migrants. It is one of the measures of the 'Action Plan on integration' implemented by the Commission and replaces the former Network of National Contact Points on Integration.
- <sup>6</sup> We received 32 replies: four from Belgium (Brussels region, German-speaking community, Flemish region and Walloon region), one for each of the other 27 Member States and one from Norway.
- <sup>7</sup> 78 reports were provided by SAIs, but 34 of these related to aspects of integration outside our scope, such as security and asylum, or specific aspects of local financial management.
- <sup>8</sup> ECA special report No 6/2017, 'EU response to the refugee crisis: the hotspot approach'.
- <sup>9</sup> ECA Special Report No 22/2012 'Do the European Integration and European Refugee Fund contribute effectively to the integration of third-country nationals?'.
- <sup>10</sup> Annual report of the Court of Auditors on the implementation of the budget concerning the financial year 2015 (OJ 2016/C 375/01) and the Annual report of the Court of Auditors on the implementation of the budget concerning the financial year 2016 (OJ C 322 of 28.09.2017).
- <sup>11</sup> The EMN provides information on migration and asylum with a view to supporting policymaking in the European Union, [https://ec.europa.eu/home-affairs/what-we-do/networks/european\\_migration\\_network\\_en](https://ec.europa.eu/home-affairs/what-we-do/networks/european_migration_network_en).
- <sup>12</sup> The Treaty allows the EU to 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. Article 79(4) of the TFEU (OJ C 326, 26.10.2012, p. 47-390).
- <sup>13</sup> OJ C 340, 10.11.1997, p. 1-144.
- <sup>14</sup> Tampere Programme is a five-year programme of the European Council for Justice and Home Affairs policy for the period 1999-2004 agreed at the Council meeting of 15 and 16 October 1999.
- <sup>15</sup> European Parliament resolution of 14 March 2013 on the integration of migrants, its effects on the labour market and the external dimension of social security coordination.
- <sup>16</sup> Council conclusions of the Council and the Representatives of the Governments of the Member States on the integration of third-country nationals legally residing in the EU of 5 and

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6 June 2014.

- <sup>17</sup> Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the 'European Agenda for the Integration of Third-Country Nationals', COM(2011) 455 final, and staff working document 'EU initiatives supporting the integration of third-country nationals', SEC(2011) 957 final, both of 20.7.2011.
- <sup>18</sup> Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the 'Action Plan on the integration of third country nationals', 7.6.2016, COM(2016) 377 final.
- <sup>19</sup> Directorate-General Justice, Freedom and Security, 'Handbook on Integration for policy\_makers and practitioners'. Three editions available: November 2004, May 2007 and April 2010.
- <sup>20</sup> <https://ec.europa.eu/migrant-integration/home>.
- <sup>21</sup> Denmark does not apply EU-wide rules relating to migration, visa and asylum policies. Ireland and the United Kingdom choose, on a case-by-case basis, whether or not to adopt them.
- <sup>22</sup> See, for instance, the following studies from the European Migration Network: 'Family Reunification of Third-Country Nationals in the EU plus Norway: National Practices' of April 2017, 'Integration of beneficiaries of international/ humanitarian protection into the labour market: policies and good practices' of July 2016, 'Migrant access to social security and healthcare: policies and practice' of July 2014; the 'Comparative Study of the Laws in the 27 EU Member States for Legal Immigration' of the European Parliament and the IOM, of 2009; and the Migration Policy Group report on the 'Strategic developments on migrant integration policies in Europe', Huddleston *et al*, 2016.
- <sup>23</sup> See the Commission proposal for a Directive laying down standards for the reception of applicants for international protection - COM(2016) 465 final of 13.7.2016 and the Parliament's briefing paper on 'Secondary movements of asylum-seekers in the EU asylum system' of October 2017.
- <sup>24</sup> Annual report on the 2016 activities of the Eurodac central system, including its technical functioning and security pursuant to Article 40(1) of Regulation (EU) No 603/2013, May 2017.
- <sup>25</sup> See, for instance, i) the Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the 'Action Plan on the integration of third country nationals', COM(2016) 377 final of 7.6.2016 and ii) the OECD report 'Making Integration Work: Refugees and others in need of protection', 2016.
- <sup>26</sup> A hotspot was defined as an area at the EU's external border which faces disproportionate migratory pressure. See ECA special report No 6/2017, 'EU response to the refugee crisis: the hotspot approach'.
- <sup>27</sup> The need to ensure fair treatment to third-country nationals is stated in the 'A Common Agenda for Integration', COM(2005) 389 final of 1.9.2005; the 'European Agenda for the Integration of Third-Country Nationals', COM(2011) 455 final of 20.7.2011 and in the 1999 Tampere conclusions.
- <sup>28</sup> Article 10 and 18 of the TFEU.
- <sup>29</sup> Namely, the Council Directive 2000/43/EC 'implementing the principle of equal treatment between persons irrespective of race or ethnic origin' of 29.6.2000 (OJ L 180 p. 0022-0026) and Council Directive 2000/78/EC 'establishing a general framework for equal treatment in employment and occupation' of 27.11.2000 (OJ L 303, p. 0016-0022).

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- <sup>30</sup> See, for instance, the Reports from the Commission to the Parliament and the Council on the: 1) application of Directive 2003/109/EC concerning the status of third-country nationals who are long-term residents, COM(2011) 585 final of 29.9.2011; and 2) implementation of Directive 2009/50/EC on the conditions of entry and residence of third-country nationals for the purpose of highly qualified employment, COM(2014) 287 final of 22.5.2014.
- <sup>31</sup> European Migration network, 2016 Annual Report on Migration and Asylum, 25 April 2017, final version (page 56).
- <sup>32</sup> Special Eurobarometer 437, 'Discrimination in the EU in 2015 – Summary', October 2015, conducted by TNS Opinion & Social at the request of the Directorate-General for Justice and Consumers (DG JUST) and co-ordinated by the Directorate-General for Communication (DG COMM "Strategy, Corporate Communication Actions and Eurobarometer" Unit).
- <sup>33</sup> Standard Eurobarometer 87, "Public opinion in the European Union", Spring 2017, conducted by TNS Opinion & Social at the request of the Directorate-General for Communication.
- <sup>34</sup> Report from the Commission to the Parliament and Council on the application of the Council Directive 2000/43/EC and of Council Directive 2000/78/EC, SWD(2014) 5 final, COM(2014) 2 final of 17.1.2014.
- <sup>35</sup> European Parliament resolution of 14 March 2013 on the integration of migrants, its effects on the labour market and the external dimension of social security coordination.
- <sup>36</sup> Jean-Claude Juncker, 'A New Start for Europe: My Agenda for Jobs, Growth, Fairness and Democratic Change', Political Guidelines for the next European Commission, Opening Statement in the European Parliament Plenary Session, 'Towards a new policy on Migration', 15 July 2014.
- <sup>37</sup> Commission Communication of 13 May 2015, 'A European Agenda On Migration', COM(2015) 240 final.
- <sup>38</sup> The Stability and Growth Pact (SGP) is set in articles 121, 126 and 136 of the TFEU, and Protocol N° 12 annexed to the TFEU. The SGP is implemented through secondary legislation in the form of Regulation (EC) N° 1466/97 of 7 July 1997 on the strengthening of the surveillance of budgetary positions and the surveillance and coordination of economic policies (OJ L 209, 2.8.1997, p. 1) and Regulation (EC) N° 1467/97 of 7 July 1997 on speeding up and clarifying the implementation of the excessive deficit procedure (OJ L 209, 2.8.1997, p. 6).
- <sup>39</sup> For more information on the Stability and Growth Pact see the European Economy institutional paper 052 of the Commission's Directorate General Economic and Financial Affairs, "Vade Mecum on the Stability growth Pact", ISSN 2443-8014, March 2017.
- <sup>40</sup> For more information on flexibility conditions see the Communication from the Commission COM(2015) 12 final of 12.1.2015, 'Making the best use of the flexibility within the existing rules of the Stability and Growth Pact' and the 'Commonly agreed position on flexibility', endorsed by the ECOFIN Council (February 2016).
- <sup>41</sup> See article 126(2) of the TFEU, articles 5.1 and 6.3 of Regulation 1466/97 and article 2.1 of regulation 1467/97.
- <sup>42</sup> See the information note from the Commission's Directorate General Economic and Financial Affairs for the Economic and Financial Committee, 'Orientation for the SGP treatment of refugee-related budgetary costs', Ares(2015) 4678008, 29.10.2015.
- <sup>43</sup> See the Country Specific Recommendations of the respective countries for 2016 and 2017. [https://ec.europa.eu/info/european-semester/european-semester-timeline/eu-country-specific-recommendations/2016-european\\_en](https://ec.europa.eu/info/european-semester/european-semester-timeline/eu-country-specific-recommendations/2016-european_en).
- <sup>44</sup> The European Semester is a cycle of economic policy coordination that runs from November

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until July of the following year. It aims at ensuring that individual efforts of Member States are coordinated and focused in order to have the desired impact on growth. The Commission undertakes a detailed analysis of the countries' economic and structural reform programmes, and provides country specific recommendations for the next 12-18 months. The Council discusses and formally adopts these recommendations, which are endorsed by the European Council. Policy advice is thus given to Member States before they finalise their national budgets for the next year.

- <sup>45</sup> As of January 2018. Decision (EU) 2015/2248 of the European Parliament and of the Council of 28 October 2015 on the Mobilisation of the Flexibility Instrument for immediate budgetary measures under the European Agenda on Migration (OJ L 318, 4.12.2015, p. 36-37 ), Decision (EU) 2016/253 of the European Parliament and of the Council of 25 November 2015 on the Mobilisation of the Flexibility Instrument for immediate budgetary measures to address the refugee crisis (OJ L 47, 24.2.2016, p. 6-7), Decision (EU) 2017/342 of the European Parliament and of the Council of 14 December 2016 on the mobilisation of the Flexibility Instrument to finance immediate budgetary measures to address the on-going migration, refugee and security crisis (OJ L 50, 28.2.2017, p. 53-54), Decision (EU) 2018/8 of the European Parliament and of the Council of 12 December 2017 on the mobilisation of the Flexibility Instrument to finance immediate budgetary measures to address the on-going challenges of migration, refugee inflows and security threats (OJ L 3, 6.1.2018, p. 5-6) and Decision (EU) 2018/51 of the European Parliament and of the Council of 25 October 2017 on the mobilisation of the Flexibility Instrument to provide the financing for the European Fund for Sustainable Development (OJ L 7, 12.1.2018, p. 37-38).
- <sup>46</sup> Decision (EU) 2017/339 of the European Parliament and of the Council of 14 December 2016 on the mobilisation of the contingency margin in 2016 and Decision (EU) 2017/344 of the European Parliament and of the Council of 14 December 2016 on the mobilisation of the contingency margin in 2017.
- <sup>47</sup> <https://ec.europa.eu/migrant-integration/main-menu/eus-work/actions>.
- <sup>48</sup> Conclusions of the Council and the Representatives of the Governments of the Member States on the integration of third-country nationals legally residing in the EU, 15312/16, 9 December 2016.
- <sup>49</sup> The Skills Profile Tool is available from: [www.ec.europa.eu/migrantskills](http://www.ec.europa.eu/migrantskills).
- <sup>50</sup> According to the report of the Agency for Fundamental Rights (FRA) 'Together in the EU - Promoting the participation of migrants and their descendants' of 2017, five Member States did not have a national or regional integration policy in place at the end of 2015. In the meanwhile, two of those Member States reported in our survey to have developed action plans.
- <sup>51</sup> See also EU Fundamental Rights Agency Report (FRA) 'Together in the EU - Promoting the participation of migrants and their descendants' of 2017.
- <sup>52</sup> Declaration of the European ministerial conference on integration, Zaragoza, 15 and 16 April 2010 and approved at the Justice and Home Affairs Council on 3-4 June 2010.
- <sup>53</sup> See the report from Eurostat: 'Zaragoza pilot study - Indicators of immigrant integration', March 2011 and the report contracted by the Directorate-General for Home Affairs: 'Using EU Indicators of Immigrant Integration', March 2013, Thomas Huddleston, Jan Niessen and Jasper Dag Tjaden.
- <sup>54</sup> The EU labour force survey (EU-LFS) and the European Union Statistics on Income and Living Conditions (EU-SILC).

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- <sup>55</sup> It is the follow-up report on the 2015 OECD report 'Indicators of Immigrant Integration 2015, Settling In', at <http://www.oecd-ilibrary.org/content/book/9789264234024-en>.
- <sup>56</sup> Commission Delegated Regulation (EU) 2016/1851 of 14.6.2016 adopting the programme of ad hoc modules, covering the years 2019, 2020 and 2021, for the labour force sample survey (OJ L 284, 20.10.2016, p. 1–4).
- <sup>57</sup> Commission Regulation (EU) No 220/2010 of 16.3.2010 adopting the programme of ad-hoc modules, covering the years 2013 to 2015, for the labour force sample survey (OJ L 67, 17.3.2010, p. 1–3).
- <sup>58</sup> The MIPEX is an EU project co-funded by AMIF and developed by the Barcelona Centre for International Affairs and the Migration Policy Group. It evaluates the countries' ability to provide migrants with labour market mobility, family reunification, education, political participation, permanent residence, access to nationality, health care and anti-discrimination policies. It aggregates 167 policy indicators. For more information: <http://mipex.eu/>.
- <sup>59</sup> The EU Urban Agenda, launched in May 2016, promotes the cooperation between Member States, cities, the European Commission and other stakeholders in order to realise the full potential and contribution of urban areas. The agenda intends to find practical ideas for the topics of EU legislation, funding and knowledge sharing. It is composed of 12 priority themes, one of which the 'Inclusion of migrants and refugees'. The latter is analysed by the partnership on inclusion of migrants and refugees that brings together cities, Member States and European Institutions. It focuses on the mid- and long-term view of integration of migrants and refugees related to Reception and interaction with the local community, Housing, Work, Education and the cross cutting issue of vulnerable groups. The coordinators are the city of Amsterdam and the Commission's Directorate General for Migration and Home Affairs (as co-coordinator).
- <sup>60</sup> See action 7 ('Towards more evidence-based integration policies in cities: setting the agenda, exploring comparable indicators & developing a toolbox for good practice transfer') of the 'Action Plan - partnership on Inclusion of Migrants and Refugees' at <https://ec.europa.eu/futurium/en/inclusion-migrants-and-refugees/final-action-plan-partnership-inclusion-migrants-and-refugees>.
- <sup>61</sup> Article 57 of Regulation (EU) 514/2014.
- <sup>62</sup> The figures are based on the 2017 AMIF implementation report submitted by Member States in March 2018. As of 4 April 2018, Greece 2017 implementation report was not available. These figures have not been yet validated by the Commission.
- <sup>63</sup> It excludes from the calculation 2 national programmes considered outliers for reporting the achievement of targets higher than 10 times the targets set.
- <sup>64</sup> Annex I of Regulation (EU) 1304/2013 (OJ L 347, 20.12.2013, p. 470-486).
- <sup>65</sup> Proposal for a Regulation of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union and amending Regulation (EC) No 2012/2002, Regulations (EU) No 1296/2013, (EU) 1301/2013, (EU) No 1303/2013, EU No 1304/2013, (EU) No 1305/2013, (EU) No 1306/2013, (EU) No 1307/2013, (EU) No 1308/2013, (EU) No 1309/2013, (EU) No 1316/2013, (EU) No 223/2014, (EU) No 283/2014, (EU) No 652/2014 of the European Parliament and of the Council and Decision No 541/2014/EU of the European Parliament and of the Council. COM(2016) 605 final of 14.9.2016.
- <sup>66</sup> Commission Implementing Regulation (EU) 2016/1997 of 15.11.2016 (OJ L 308, 16.11.2016, p. 5-7).

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- <sup>67</sup> Whereas (5) of Commission Delegated Regulation (EU) 1255/2014 of 17.07.2014, supplementing Regulation (EU) No 223/2014 of the European Parliament and of the Council on the Fund for European Aid to the Most Deprived by laying down the content of the annual and final implementation reports, including the list of common indicators, (OJ L 337, 25.11.2014, p. 46-50).
- <sup>68</sup> See box 8.3 of the Annual report of the Court of Auditors on the implementation of the budget concerning the financial year 2016.
- <sup>69</sup> Article 14.2 (e) of Regulation (EU) No 514/2014 laying down general provisions on the Asylum, Migration and Integration Fund and on the instrument for financial support for police cooperation, preventing and combating crime, and crisis management.
- <sup>70</sup> Article 15.1 (b) and Article 96.6 (a) of Regulation (EU) No 1303/2013 laying down common provisions on the European Regional Development Fund, the European Social Fund, the Cohesion Fund, the European Agricultural Fund for Rural Development and the European Maritime and Fisheries Fund and laying down general provisions on the European Regional Development Fund, the European Social Fund, the Cohesion Fund and the European Maritime and Fisheries Fund.
- <sup>71</sup> ECA Special Report No 22/2012: 'Do the European Integration Fund and the European Refugee Fund contribute effectively to the integration of third-country nationals?'
- <sup>72</sup> 'Support to asylum seekers under the ESF and the FEAD' and 'Synergies between the AMIF and other EU funding instruments in relation to reception and integration of asylum seekers and other migrants', 2015.
- <sup>73</sup> For instance, the DG HOME information day, held 29 March 2017, in Brussels, addressed to Member States and regional and local level actors.
- <sup>74</sup> For instance, the Commission set up the ESF Transnational Thematic Network on Migrants in <https://ec.europa.eu/esf/transnationality/forums/migrants>.
- <sup>75</sup> Toolkit on the Use of EU Funds for the Integration of People with a Migrant Background, Directorate-General for Regional and Urban Policy, January 2018. Available at: [http://ec.europa.eu/regional\\_policy/en/information/publications/guides/2018/toolkit-on-the-use-of-eu-funds-for-the-integration-of-people-with-a-migrant-background](http://ec.europa.eu/regional_policy/en/information/publications/guides/2018/toolkit-on-the-use-of-eu-funds-for-the-integration-of-people-with-a-migrant-background).
- <sup>76</sup> Commission Delegated Regulation (EU) 2017/207 of 3.10.2016 on the common monitoring and evaluation framework provided for in Regulation (EU) No 514/2014 (OJ L 33, 8.2.2017, p.1).
- <sup>77</sup> Council of the European Union, Council Conclusions on Synergies and Simplification for Cohesion Policy post-2020, 657/17, adopted at the 3575<sup>th</sup> Council meeting of General Affairs of 15 November 2017.
- <sup>78</sup> Including Belgium, where three regions declared to have a coordination body and one declared not to have it.
- <sup>79</sup> Calculations are based on the Commission's information on the designation of authorities and corresponding intermediary bodies. We considered only the EU funds Member States declared to use and assumed that all available programmes contain relevant measures.
- <sup>80</sup> See paragraph 6.76 (recommendation 1) of ECA's 'Annual report on the implementation of the budget concerning the financial year 2015' and paragraph 6.41 (recommendation 3) of ECA's 'Annual report on the implementation of the budget concerning the financial year 2016'.
- <sup>81</sup> See, for instance, the final report of the Commission 'Ex post evaluation of Cohesion Policy programmes 2007-2013, focusing on the ERDF, the ESF and the CF' of August 2016 and the 'Final conclusions and recommendations of the High Level Group on Simplification for post 2020' of

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July 2017.

- <sup>82</sup> See action 4 ('Improving access for cities to EU integration funding') of the 'Action Plan - partnership on Inclusion of Migrants and Refugees' of the Urban Agenda at <https://ec.europa.eu/futurium/en/inclusion-migrants-and-refugees/final-action-plan-partnership-inclusion-migrants-and-refugees>.
- <sup>83</sup> European Migration Network, 'Asylum and Migration, Glossary 3.0', October 2014.
- <sup>84</sup> 'Geneva Convention' relating to the Status of Refugees done at Geneva on 28 July 1951, as amended by the New York Protocol of 31 January 1967.
- <sup>85</sup> [http://ec.europa.eu/eurostat/statistics-explained/index.php/Thematic\\_glossaries](http://ec.europa.eu/eurostat/statistics-explained/index.php/Thematic_glossaries).



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