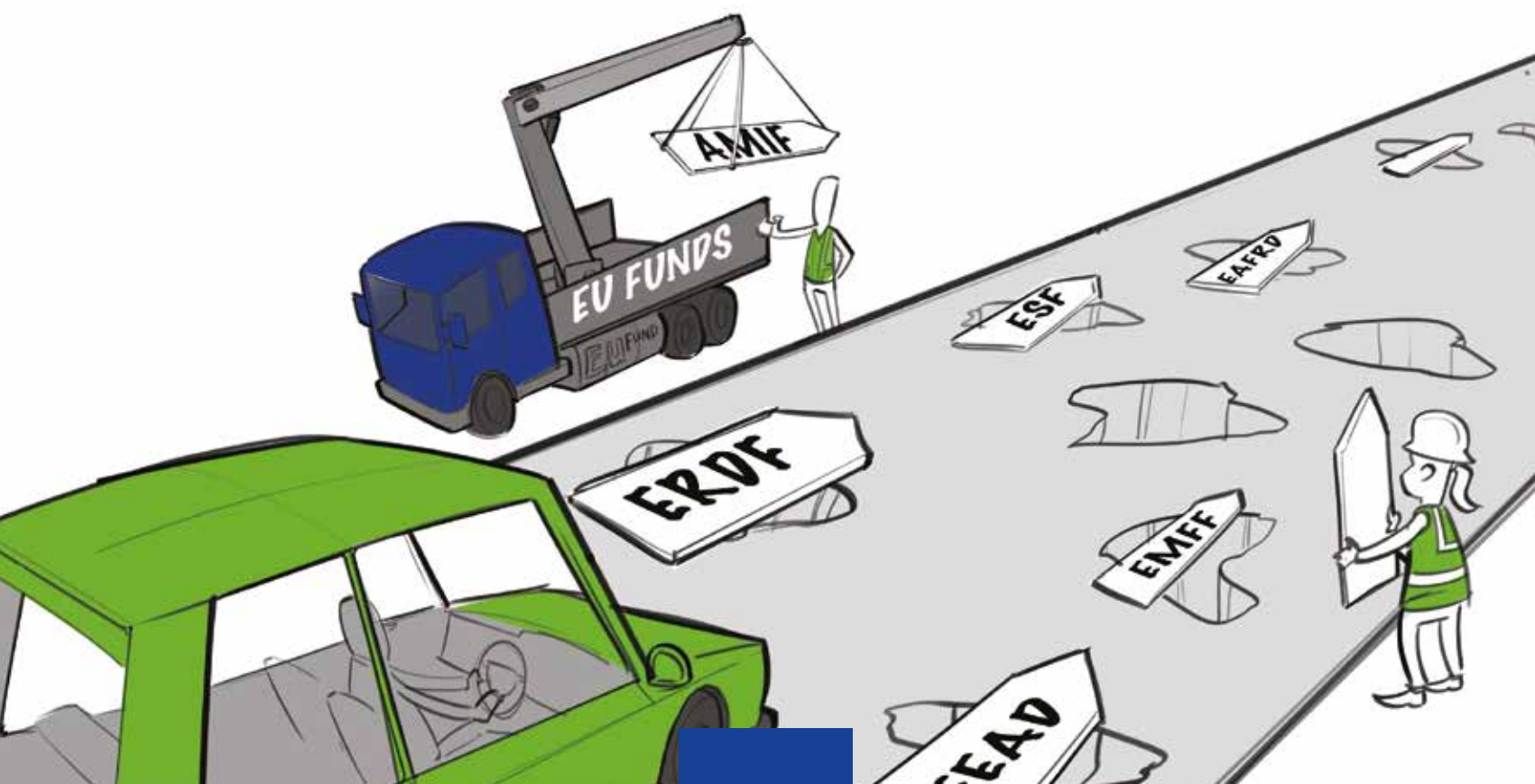




European
Commission

TOOLKIT ON THE USE OF EU FUNDS FOR THE INTEGRATION OF PEOPLE WITH A MIGRANT BACKGROUND



Toolkit on the use of EU funds for the integration of people with a migrant background

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**TOOLKIT ON THE USE OF EU FUNDS FOR THE INTEGRATION
OF PEOPLE WITH A MIGRANT BACKGROUND**

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FOREWORD

As acknowledged on International Migrant Day on 18 December 2017, “our own continent, Europe, is built on migration”. **The integration of people with a migrant background is an integral part of both our history and our future.** People with a migrant background can offer an important contribution to the social and economic progress of Europe. Moreover, in the case of refugees there is strong moral reason and a legal obligation to offer them sanctuary and a place where they can rebuild their lives. The aim of fostering cohesive and inclusive societies regardless of ethnicity, nationality, legal status, gender, sexual orientation, religion and disability is reflected in the European Union’s values and principles.

We therefore should be aware of the potential labour market contribution of the 20 million third-country nationals legally residing in the European Union. Unfortunately, evidence shows that migrants and people with a migrant background consistently encounter barriers to integration and that their access to education and life-long learning, employment and housing remains limited.

At the same time, the EU is facing demographic challenges. The share of people aged over 65 is rapidly growing. By 2050, almost a third of Europeans will be in that age group. This trend is echoed by a rapid shrinking of our active labour force; today, four working people support one pensioner. In 2060 this ratio will be two on one. Some sectors, such as information technology and social and healthcare services are already facing particular labour market shortages. Europe will need more talent from abroad, while further continuing to harness and invest in its existing work force.

Therefore, we must focus our attention towards improving the access of people with a migrant background and migrants to the labour market, including by recognising and updating their skills to the demand, and provide access to housing and mainstream services. And this is where the EU can help its Member States.

Solidarity, and building inclusive societies, is at the heart of the EU. Through EU funds, we continue to offer support in addressing the needs of legally residing migrants and people with a migrant background in our societies and economies. EU funded projects across Europe provide valuable lessons and inspiration to national, regional or local authorities.

This toolkit is yet another step in this direction; it will help funding authorities across Member States to improve their use of EU funding for integration, by improving co-ordination in the use of funds and strengthening their synergies. It coincides with the introduction of a new investment priority in the European Regional Development Fund regulation, at the same time as Member States are re-programming funds for integration of people with a migrant background. This toolkit also cuts across inter-linked challenges such as education, employment, housing, reception and mainstream services that remain unaddressed.

The Commission will continue to support Member States by providing a wide range of policy and funding instruments to strengthen the integration of people with a migrant background, reducing inequalities and ensuring equal treatment. We would like to encourage all stakeholders to use EU funds to their full potential.



CORINA CREȚU
Commissioner for Regional Policy



MARIANNE THYSSEN
Commissioner for employment,
social affairs, skills and labour mobility



DIMITRIS AVRAMOPOULOS
Commissioner for Migration,
Home Affairs and Citizenship

EXECUTIVE SUMMARY

Across the European Union (EU), data indicates that **there are still significant, growing and multifaceted socio-economic gaps between people with a migrant background and mainstream society**. At the same time, failure to realise the potential of people with a migrant background, including the most marginalised, represents a considerable waste of resources, both for the individuals concerned and more generally for the EU economy and society.

The European Commission is continuing to look at practical ways to assist Member States when it comes to further integrating people with a migrant background. In this respect, Member States have several EU funds at their disposal. These include funding instruments under shared management, including the European Structural and Investment Funds (ESIF) and the Asylum, Migration and Integration Fund (AMIF), and under direct management, for example, the EU programme for Employment and Social Innovation, Rights, Equality and Citizenship programme, the Health for Growth programme etc.

Based on the operational lessons learnt in the past few years, this toolkit aims to support national and regional funding authorities in reinforcing synergies between EU funds under shared management when implementing integration policies via interventions which place the needs of the final beneficiaries at the centre of the support:

For the EU funds to best respond to these challenges, a number of steps should be followed:

- First, it is essential that evidenced-based national/local strategic policy frameworks are in place.
- Secondly, in case Member States and/or regional authorities decide to use EU funds for people with a migrant background, the interventions should be in line with these strategic policy frameworks.
- Thirdly, the overlaps between the EU funding instruments call for a reinforcement of the coordination mechanisms and synergies among the EU funds.

The measures designed by the funding authorities, for instance in the programmes and calls for proposals, aimed at integrating people with a migrant background should take into account the following principles: non-discrimination, gender equality, individualising the response to needs, empowerment, integrated approach, long-term perspective, and contingency measures.

In order to further assist national and regional authorities, the toolkit identifies areas where people with a migrant background are considered to face the most pressing and acute challenges. They are addressed through scenarios on employment, education, housing, reception and access to basic mainstream services. The scenarios describe the challenges at stake and the corresponding measures which can be supported by EU funds in these fields.

1. INTRODUCTION

On 1 January 2016, 20.8 million people living in the European Union (EU) were third-country nationals (4.1 % of the EU's entire population), while the number of people living in the EU who were born outside of it was 35.1 million (7%)¹. Failure to realise the potential of the people referred to above represents a considerable waste of resources, both for the individuals concerned and more generally for the EU economy and society. This publication uses the term 'people with a migrant background' to cover a wide range of categories of people.

Studies indicate that immigration is associated with a positive contribution to the public finances and welfare of the host Member State (whereby all high-skilled and low-skilled people in the society benefit) depending on the migrant's initial level of skills and the duration of their integration in the labour market². Swift and successful integration is crucial to maximise the opportunities created by migration. At the same time, data indicates there is still a significant and growing socio-economic gap between people with a migrant background and mainstream society³. Labour market participation of people with a migrant background may be hindered by several associated challenges, including:

- limited knowledge of the host-country language;
- difficulties in recognising existing skills and qualifications;
- uncertainty of the legal status and other institutional barriers;

- discrimination, including on the housing market⁴;
- lack of access to quality education leading to poor educational outcomes, exacerbated by issues such as school segregation (de facto segregation has been noted in at least half of the Member States)⁵.

Following commitments of the European Commission in the Action Plan on the Integration of Third Country Nationals (COM(2016) 377), the use of EU funds should be reinforced to further support integration-related measures across Member States and thereby improve social and economic cohesion.

DEFINITION: 'PEOPLE WITH A MIGRANT BACKGROUND'

The term 'people with a migrant background' refers to:

- third-country nationals;
- applicants for and beneficiaries of international protection;
- stateless people;
- people with undetermined nationality;
- EU citizens with a migrant background.

It must be noted that mobile EU citizens are not included in this category. See Annex 5.1 for more details.

¹ Eurostat (data extracted in March 2017) 'Migration and migrant population statistics' http://ec.europa.eu/eurostat/statistics-explained/index.php/Migration_and_migrant_population_statistics

² International Monetary Fund (2016) 'The refugee surge in Europe: Economic Challenges', Staff Discussion Notes <https://www.imf.org/external/pubs/ft/sdn/2016/sdn1602.pdf>; Michele Battisti, Gabriel Felbermayr, Giovanni Peri and Panu Poutvaara (2014) 'Immigration, search and redistribution: a quantitative assessment native welfare', National Bureau of Economic Research <http://www.nber.org/papers/w20131>; Organisation for Economic Co-operation and Development (OECD) (2010) 'The fiscal impact of immigration in OECD countries', in International Migration Outlook 2013, Paris.

³ Eurostat (data extracted in March 2017) 'Migrant integration statistics – labour market indicators' http://ec.europa.eu/eurostat/statistics-explained/index.php/Migrant_integration_statistics_%E2%80%93_labour_market_indicators; Grubanov-Boskovic, S., Natale, F., Scipioni, M. (2017) 'Patterns of immigrants' integration in European labour markets' Joint Research Centre Technical Reports, Luxembourg: Publications Office of the European Union http://publications.jrc.ec.europa.eu/repository/bitstream/JRC108495/pdf_-_kcmd_employment_rates.pdf

⁴ European Commission (2016) 'EWSI Analysis: Immigrant Housing in Europe', European Website on Integration <https://ec.europa.eu/migrant-integration/intdossier/ewsi-analysis-immigrant-housing-in-europe>

⁵ European Union Agency for Fundamental Rights (2017) 'Together in the EU Promoting the participation of migrants and their descendants' <http://fra.europa.eu/en/publication/2017/migrant-participation>; OECD (2010) 'Equal Opportunities?: The Labour Market Integration of the Children of Immigrants', OECD Publishing, Paris <http://dx.doi.org/10.1787/79789264086395-en>

2. OBJECTIVES AND SCOPE

This toolkit aims to assist national and regional funding authorities in implementing integration policies targeting people with a migrant background through the use of EU funds in the 2014-2020 programming period. For an overview of the EU legal and policy framework in the field of integration, please refer to Annex 5.2.

In this publication, integration policy is defined as the legal and policy framework which ensures equal treatment of people with a migrant background through measures that support their economic and social integration in all areas. It should be accompanied by their equal participation in the political and cultural life of the receiving country. Measures supporting the integration of people with a migrant background can also serve the needs of other groups in society. For example, the introduction of innovative pedagogical tools and methods (i.e. the scenario on ensuring access to inclusive and non-segregated education) should not only target students with a migrant background, but should also help other students to achieve better results. In this way, broader communities may also enjoy the benefits of integration measures.

The toolkit builds on the EU's legal and policy frameworks, including EU anti-discrimination law, the thematic guidance for the EU Structural and Investment Funds and other policy guidance frameworks (see Annex 5.2 for more details) and lessons learnt in the last few years. The toolkit identifies areas where people with a migrant background are considered to face the most pressing and acute challenges. They are addressed through scenarios on employment, education, housing, reception and access to basic mainstream services.

THE UNIQUE POSITION OF MANAGING AUTHORITIES

Managing authorities are key stakeholders in reinforcing synergies between EU funds. By cooperating with each other, they have the capacity to share experiences of different funds among one another. They may also bridge different policy domains together (e.g. employment, education, housing) thereby strengthening a holistic and integrated approach. In addition to preventing the double financing of projects, the use of EU funds is rendered more effective and efficient.

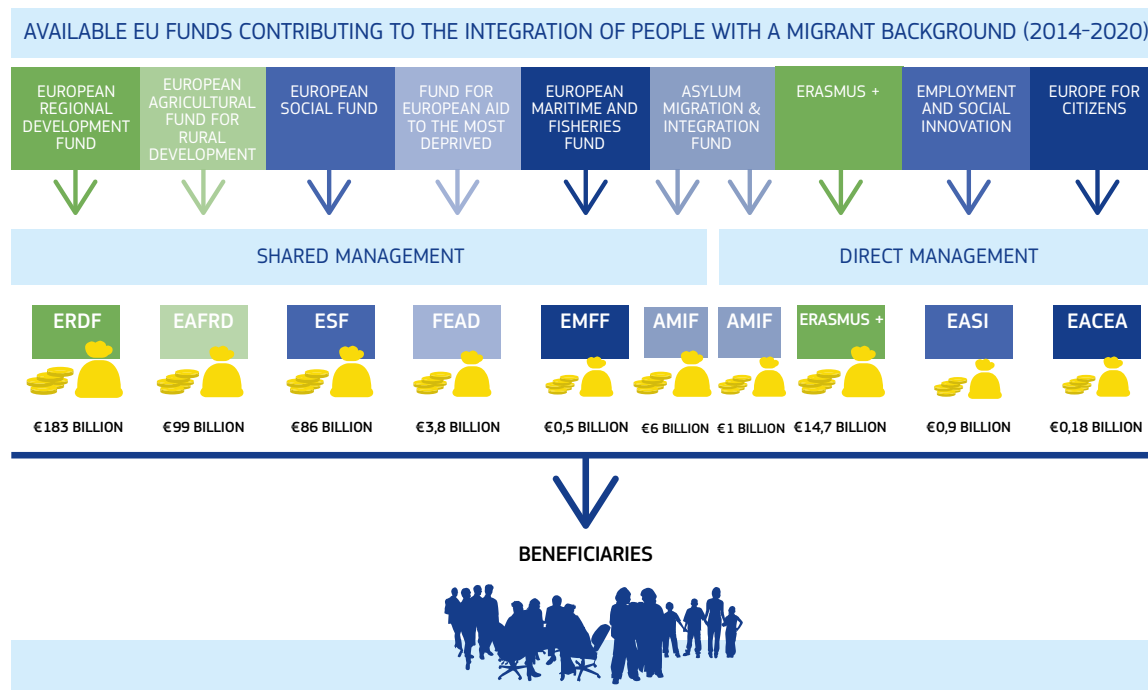
3. REINFORCING SYNERGIES AMONG EU FUNDS

Member States have several EU Funds at their disposal to invest in the integration of people with a migrant background. These include funding instruments under shared management, including the European Structural and Investment Funds (ESIF) and the Asylum, Migration and Integration Fund (AMIF), and direct management, for example the EU programme for Employment and Social Innovation, Rights, Equality and Citizenship Programme, the Health for Growth programme etc.

As communicated in the Action Plan on the Integration of Third Country Nationals (COM(2016) 377), it is essential to enhance the strategic and coordinated use of relevant EU funds to maximise the potential of available funding, and generate more effective results on the ground. The document 'Synergies between the Asylum Migration and Integration Fund (AMIF) and other EU funding instruments in relation to reception and integration of asylum seekers and other migrants' details the various shared management funding instruments available for this purpose⁶. See Annex 5.3 for a brief overview.

People with a migrant background may face a wide range of challenges which must be addressed simultaneously in order to achieve the best results. For the EU funds to best respond to these challenges, a number of steps should be followed. Firstly, it is essential that evidenced-based national/local strategic policy frameworks are in place. Secondly, in case Member States and/or regional authorities decide to use EU funds for people with a migrant background, the interventions should be in line with these strategic policy frameworks. Thirdly, the overlaps between the EU funding instruments call for a reinforcement of the coordination mechanisms and synergies among them. Furthermore, when devising integration policies and strategies to be supported through EU funds it is recommended to build upon research findings.

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⁶ European Commission (2015) 'Synergies between the Asylum Migration and Integration Fund (AMIF) and other EU funding instruments in relation to reception and integration of asylum seekers and other migrants' https://ec.europa.eu/fisheries/sites/fisheries/files/docs/body/20151109-synergies-amif_en.pdf

should be followed. Firstly, it is essential that evidenced-based national/local strategic policy frameworks are in place. Secondly, in case Member States and/or regional authorities decide to use EU funds for people with a migrant background, the interventions should be in line with these strategic policy frameworks. Thirdly, the overlaps between the EU funding instruments call for a reinforcement of the coordination mechanisms and synergies among them. Furthermore, when devising integration policies and strategies to be supported through EU funds it is recommended to build upon research findings.

THE ROLE OF NEEDS ASSESSMENT IN DEFINING THE NATIONAL, REGIONAL AND LOCAL STRATEGIC POLICY FRAMEWORKS, AND THE CORRESPONDING FUNDING PRIORITIES

National, regional and local strategic policy frameworks, and the corresponding funding priorities, should be based on needs assessments which, where possible, respect individual rather than target group needs. This is also in line with the intervention logic of the EU funds programmes. In this way, the efficiency of the investments is reinforced. Some of the needs identified (e.g. post-traumatic stress syndrome of applicants or beneficiaries of international protection) may not necessarily be prioritised by the shared management programmes. In this respect, direct management programmes can play an important role in addressing these challenges.

3.1 Strategic policy framework

The existence, and regular updating, of integration policy frameworks varies across Member States. Differences include the guiding principles, measures, and monitoring and evaluation⁷.

To maximise the synergies between the EU funds, an integration policy framework is recommended at national, regional and local level encompassing all the different thematic fields where people with a migrant background may face challenges. This may fall under the responsibility of the national, regional or local policy departments. The national/regional/local strategic policy framework should also take into consideration Country

⁷ Fundamental Rights Agency (2017) 'Together in the EU Promoting the participation of migrants and their descendants' <http://fra.europa.eu/en/publication/2017/migrant-participation>

ACTIVE PARTICIPATION OF PEOPLE WITH A MIGRANT BACKGROUND

To better align the measures supported by the EU funds with the needs of people with a migrant background, it is also recommended to ensure the participation of non-governmental organisations and organisations led by or representing such people in the design and implementation of the EU funding measures, and to ensure that the needs of migrants themselves (including children) are properly taken into account.

Specific Recommendations (CSRs). In fact, since 2011, within the scope of the European Semester process, several challenges have been identified in the CSRs with specific reference to people with a migrant background in the areas of labour market integration, equal participation into quality education, protection from discrimination and access to housing⁸.

Funding authorities may consider working with policymakers to develop these strategic policy frameworks. At times, the policy of a Member State is not collated in one document but may be fragmented across different sectors (e.g. housing, education, employment, etc.). Where fragmented policies occur, funding authorities may also support the relevant departments in policymaking. If strategic policy frameworks are updated, funding authorities should consider the potential need to adjust the EU funds programmes. This closer cooperation between the funding and policy departments would enable a better alignment between the funding and policy objectives.

3.2 Coordination between the funds on different levels

Coordination among EU funds should start "as early as possible in the programming cycle (with programming or with development of calls for proposals, rather than just with development of projects)"⁹. The EU funds' coordination mechanism should include the planning, programming and implementation of EU fund programmes. It should also include the creation of a coordination mechanism between the funding authorities. Member States may consider, for example, establishing a central EU funds' coordination

⁸ European Commission '2017 European Semester: Country Specific Recommendations/Commission Recommendations' https://ec.europa.eu/info/publications/2017-european-semester-country-specific-recommendations-commission-recommendations_en

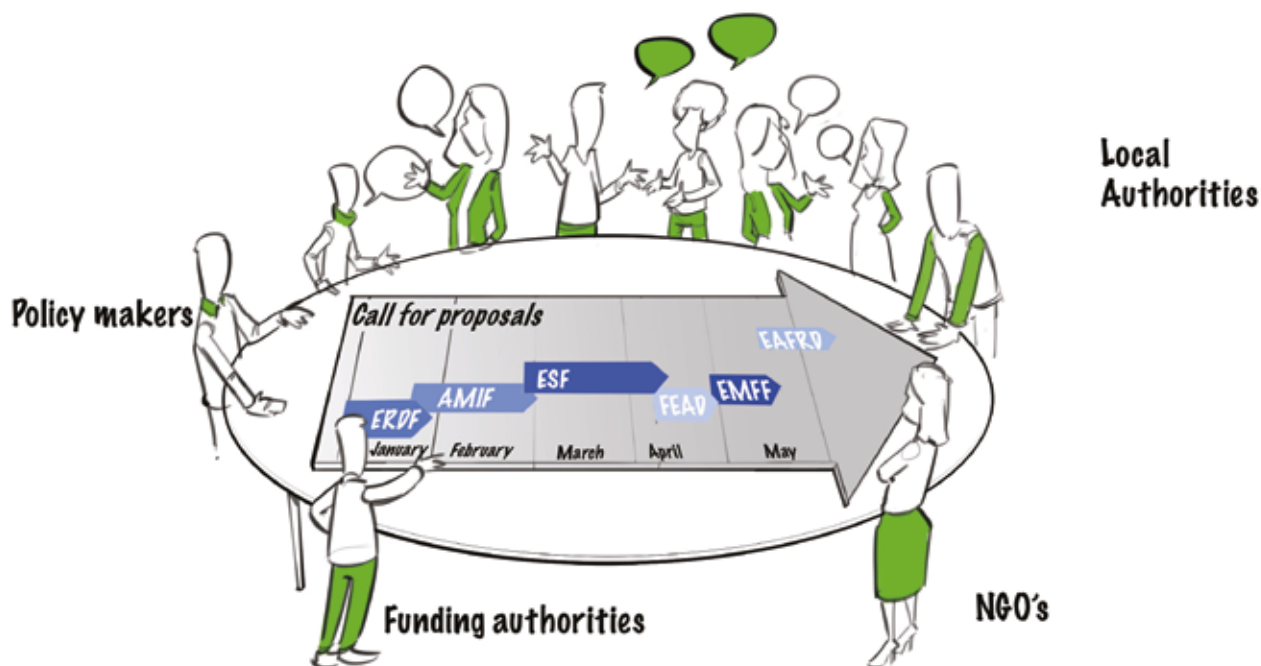
⁹ Adam Kullman (2017) «Using EU Funds for supporting cities efforts for inclusion of migrants and refugees: expert guide for urban and funding authorities» Metropolitan Research Institute.

body which would be responsible for the alignment of various EU funding streams with the strategic policy framework. Another important coordination tool is the close cooperation between the respective monitoring committees of the EU funds programmes, or inviting on a case-by-case basis representatives of other monitoring committees.

In the scope of the coordination, Member States should consider the multi-level governance approach, whereby the stakeholders at different levels (local authorities, regional and national authorities) cooperate closely according to the partnership principle. Local authorities may face some challenges in accessing EU funds due to administrative capacities. At the same time, local authorities are much closer to the people and may identify their needs better¹⁰. Funding authorities are encouraged to involve local authorities as much as possible throughout the programming and implementation of the EU-funded measures.

ENHANCED COORDINATION AT NATIONAL LEVEL THE FINNISH EXAMPLE

In 2016, the Commission's Directorate-General for Migration and Home Affairs organised a 'synergies' meeting in Finland with all key stakeholders. Following this meeting, the initiative was transformed into a coordination group at national level whereby, since then, relevant stakeholders (e.g. managing authorities, other authorities and external stakeholders) meet regularly to find ways to align their actions and to find concrete synergies between different funds. Moreover, this topic is regularly on the monitoring committee agenda. In this way, synergies between the EU funds are reinforced and the multi-fund operational programme stakeholders can exchange information on a regular basis.



¹⁰ Adam Kullman (2017) 'Using EU Funds for supporting cities efforts for inclusion of migrants and refugees: expert guide for urban and funding authorities' Metropolitan Research Institute.

3.3 Reinforcing synergies

The synergies of EU funds might be constructed on different levels: programming, implementation (through calls for proposals) and projects:

- *Programming:* In general, during the programming phase it is useful to check that each of the needs identified can be linked to at least one fund, either national or EU. At a later stage, where necessary, reprogramming may be supported. Within the scope of ESIF, multi-fund programmes or coordinated measures across operational programmes may help to reinforce synergies. It should also be coordinated with AMIF programmes. In view of their comprehensive nature, the use of territorial instruments, such as the Community Led Local Development (CLLD), Sustainable Urban Development (SUD) and Integrated Territorial Investment (ITI), may contribute to the synergies between the EU funds.
- *Calls for proposals:* Implementation through calls for proposals entails coordinated calls that are either:
 - *Joint calls:* for example, calls under AMIF, ESF and ERDF that are launched under the same policy objectives (i.e. integration of people with a migrant background, support for the introduction of inclusive education for migrant children, etc.).
 - *Logical sequence of calls:* for example, calls under AMIF, ESF, ERDF and EAFRD are coordinated both time-wise and thematic-wise to be released in a sequence. This may also require introducing, for instance, specific conditions which advise applicants to apply to all corresponding calls.
 - *Common selection criteria:* for example, calls under AMIF, ESF and ERDF should be coordinated to harmonise the selection criteria. This requires training the independent expert panel participating on the selection committee.
- *Projects:* If, however, the programming and the call for proposals are not coordinated, beneficiaries should still coordinate their projects to achieve the highest possible level of synergies. The managing authorities could support this effort by awarding additional selection points for 'coordinated' projects. Within this scope, beneficiaries may implement integration measures by applying to different calls possibly focusing on relevant areas (i.e. labour market integration of marginalised communities, support for the introduction of inclusive education, etc.).

Finally, funding authorities should draw the attention of beneficiaries to the need to prevent double financing of projects and/or expenditure between the various EU funds related to each project.

4. IMPLEMENTING INTEGRATION POLICIES THROUGH EU FUNDS

People with a migrant background, including the marginalised, face challenges in a number of areas. In order to assist national and regional authorities, the scenarios below describe the challenges at stake and the measures supported by EU funds in the field of employment, education, housing, access to basic mainstream services, and reception.

The measures designed by the funding authorities, for instance in the programmes and call for proposals, aiming at integration should take the following principles into account:

- a) *Non-discrimination.* Discrimination affects individuals across the whole integration process and should therefore be addressed comprehensively. Anti-discrimination measures are primarily legal tools although, at the same time, EU funds (ESF, AMIF) should contribute to capacity building (training stakeholders about the anti-discrimination legal environment, pro-bono legal service, organisation of seminars, workshops, conferences, etc).
- b) *Gender equality.* Women with a migrant background may face some specific challenges in education and employment amongst others. Measures should ensure that equality between men and women, and integration of the gender perspective, are taken into account and promoted throughout the preparation and implementation of programmes.
- c) *Responding to the needs of individuals.* People with a migrant background are not a homogenous group. Measures, actions and projects should be based on individual needs assessments, including the needs of children and women, which will lead to individualised solutions.
- d) *Empowerment.* The active participation of people (including children) with a migrant background in the design, preparation, implementation and monitoring of the measures will ensure equal involvement. Some targeted actions to reinforce empowerment can be supported by the ESF and AMIF.
- e) *Integrated approach.* Funding authorities should design measures that respond to the complex needs of the target groups. The programmes should connect different areas of integration policy, such

as education, health, employment, reception and housing. This may have a territorial dimension; for instance, deprived urban or rural neighbourhoods (ESF, ERDF, AMIF, EAFRD, FEAD).

- f) *Long-term perspective.* Integration policy measures should be planned and implemented over a long-term period in order to sustain long-term integration.
- g) *Contingency measures.* The technical and human capacity of services should be aligned to the possible increase in asylum applications and the corresponding need to support the integration of beneficiaries of international protection. It may strongly impact small and medium-sized localities taking into account the dispersal mechanisms in place and the limited capacities (AMIF, ESF, ERDF, FEAD, EAFRD).

4.1. Employment – Ensuring the conditions for long-term labour market integration

Scene setter

In 2016, the EU-28 unemployment rate for migrants born outside the EU remained 8.4 percentage points higher than the rate for the native-born population¹¹. Studies suggest that labour market participation improves with the time people reside in the host country¹². Beneficiaries of international protection represent a particularly vulnerable group of migrants in the labour market: their labour market integration requires around 20 years of continuous investment for them to reach a similar employment rate as EU citizens¹³.

¹¹ Eurostat 'Migrant integration statistics – labour market indicators' (data extracted in March 2017) http://ec.europa.eu/eurostat/statistics-explained/index.php/Migrant_integration_statistics_%E2%80%93_labour_market_indicators

¹² European Commission (2016) 'Employment and Social Development in Europe 2016 Labour market integration of Refugees' <http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=7952&visible=0&>

¹³ OECD and European Commission (2016) 'How are refugees faring on the labour market in Europe?' Working Paper 1/2016 <http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=7921&furtherPubs=yes>

Challenges

- *Education and skills as a prerequisite to labour market participation.* Equipping all workers with the right skills – regardless of their migrant background – positively affects the likelihood that an individual can participate in the labour market¹⁴. Even when employed, migrants face higher probability of being mismatched both in terms of education and skills.
- *Short-term measures.* Due to the lack of national/regional/local strategic frameworks in many Member States, integration measures are either ad hoc and/or short term. This often results in measures that do not respond to the individuals' needs because short-term measures may not ensure a sustainable participation in the labour market.
- *Overqualification.* Many third-country nationals are overqualified or over-skilled for their jobs or work in less-favourable conditions when it comes to wages, employment protection, over-representation in certain sectors and career prospects¹⁵. One important reason for over-qualification is limited language skills¹⁶.
- *Discrimination.* There is a wide consensus among policymakers that discrimination is a key factor in accessing the labour market. Discrimination in the work-place was also identified by non-EU migrants as limiting their integration¹⁷.
- *Language skills.* Knowledge of the national language makes a significant contribution to employment opportunities¹⁸ and has a sizeable impact on the earnings of people with a migrant background¹⁹.
- *Recognition of qualifications.* Individuals with foreign qualifications face lower employment levels and a greater likelihood of being mismatched than individuals with domestic qualifications. However, the

formal recognition of an individual's foreign qualification by the host country improves that person's employment prospects and reduces the likelihood of downscaling.

EU fund's objective

The EU funds should provide the necessary conditions to ensure the long-term labour market integration of people with a migrant background.

Measures

It is recommended to link labour market integration measures with life-long learning. In this way, people with a migrant background should be given long-term labour market access measures:

- *Labour market activation measures.* These may include providing professional and entrepreneurship training courses, microfinance schemes and mentoring as well as the design and roll-out of employment policies. Moreover, access to language courses should be provided at the earliest stage possible after arrival, adapted to each person's linguistic competences needs and combining language learning with learning of other skills and competences or work experiences.
 - ✓ **ESF, AMIF**
- *Vocational training.* As part of mainstream education and adult-learning systems, vocational training should respond to labour market demands. Cooperation between labour offices and vocational training providers is a prerequisite to better align the demand and supply of the labour market in the long run.
 - ✓ **ESF:** Basic skills training (e.g. language, literacy, numeracy, knowledge of foreign languages, science and IT skills);
 - ✓ **ESF:** Professional training, including apprenticeships and other modules of on-the-job training;
 - ✓ **ESF, AMIF:** Equivalence/certification of qualifications courses;
 - ✓ **ERDF, EAFRD:** Infrastructure developments in vocational training systems, including refurbishment, extension of existing training facilities and equipment.
- *Supporting self-employment and business creation.* Supporting the development of business incubators and investment support for self-employment, micro-enterprises and business creation.
 - ✓ **ERDF, EAFRD**

¹⁴ Gorodzeisky, A. and Semyonov, M. (2017) 'Labor force participation, unemployment and occupational attainment among immigrants in West European countries' Ignacio Correa-Velez (ed.), PLOS ONE, 12:5, e0176856

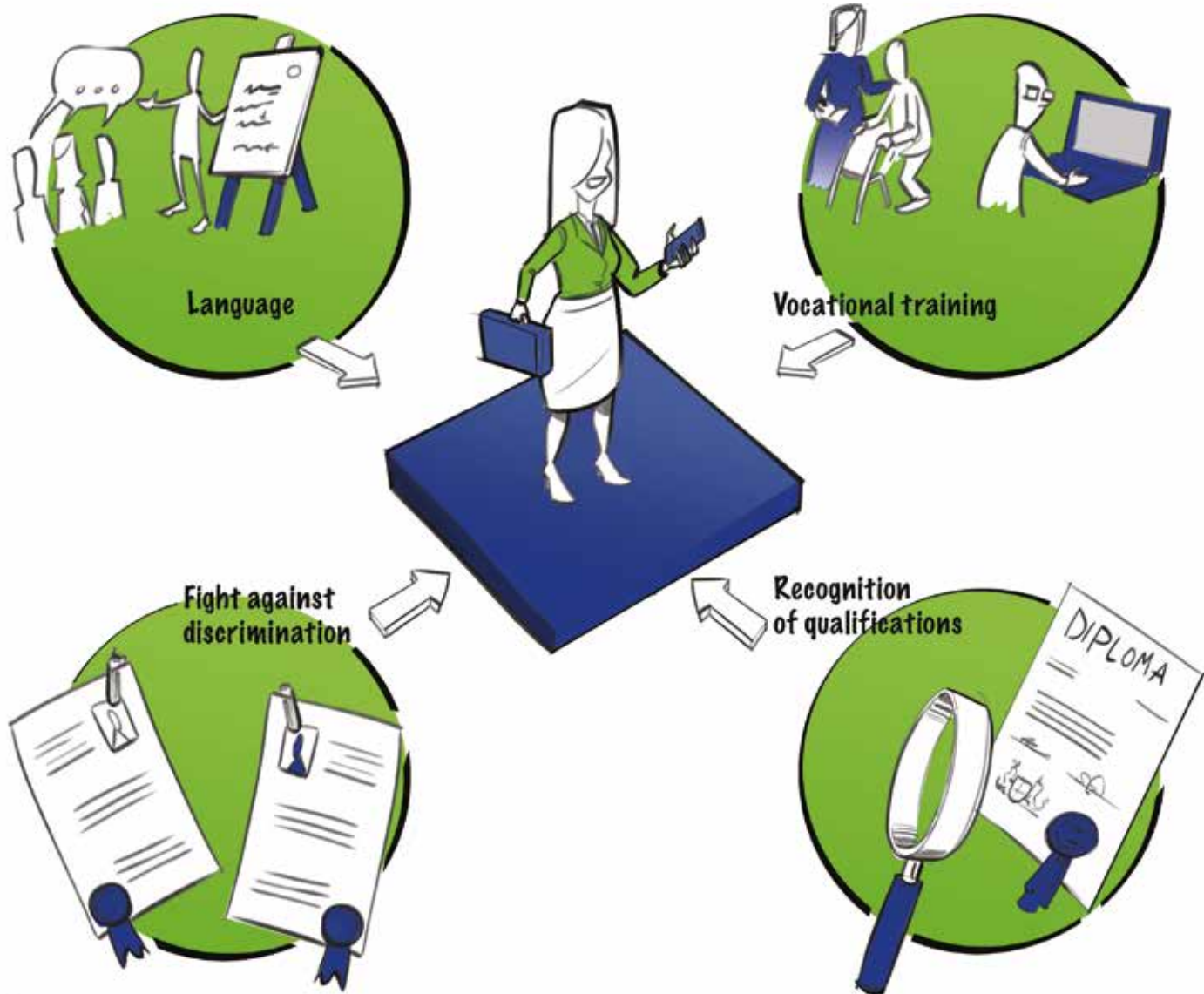
¹⁵ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions Action Plan on the Integration of Third Country nationals COM(2016) 377

¹⁶ European Commission (2016) 'Mobility and Migration in the EU: Opportunities and Challenges' in 2015 Employment and Social Developments in Europe Review <http://ec.europa.eu/social/BlobServlet?docId=14954&langId=en>

¹⁷ TNS Qual (2011) 'Migrant Integration' Qualitative Eurobarometer http://ec.europa.eu/commfrontoffice/publicopinion/archives/quali/ql_5969_migrant_en.pdf

¹⁸ TNS Qual (2011) 'Migrant Integration' Qualitative Eurobarometer http://ec.europa.eu/commfrontoffice/publicopinion/archives/quali/ql_5969_migrant_en.pdf

¹⁹ Chiswick, B. R. and Miller, P.W. eds. (2015) *The impact and regional studies*. Amsterdam: North-Holland.



- *Discrimination.* Early detection of discriminatory treatment and processing legal cases require capacity-building measures. This may involve training of stakeholders in the anti-discrimination legal environment, pro-bono legal service, organisation of seminars, workshops, conferences, etc.
- ✓ ESF

ERDF SUPPORT TO ENTREPRENEURS THE SWEDISH EXAMPLE

In Sweden, the “Step Two” project focuses on promoting growth among small enterprises led by people with a migrant background. Step Two is a physical meeting place characterized by a community in the form of a Business Hotel accompanied by a variety of support services focused on business development. These services include the development of a strategy plan for each individual business, but also support in the field of taxes, law, import and export, marketing, etc. The project is targeted at entrepreneurs who have ambitions to grow and employ new staff. After a one-year period at Step Two the ownership and management of the Business Hotel will be reversed to the participating entrepreneurs themselves. Step two ultimately expects to be self-run, cooperatively managed and owned by the tenants²⁰.

²⁰ <https://kronoberg.companion.se/step-two/>

4.2. Education – Ensuring access to inclusive and non-segregated education

Scene setter

Children with a migrant background face more disadvantages with regards to the type of school, duration of school attendance, indicators of achievement, dropout rates, and types and level of school diploma attained. It is particularly striking that, as early as the end of primary school education, children with a migrant background achieve substantially lower scores than other children. Furthermore, children with a migrant background are over-represented in schools for special education²¹. Education and training are among the most powerful tools for integration and access to them should be ensured and promoted as early as possible.

²¹ NESSE Network (2008) ‘Education and Migration strategies for integrating migrant children in European schools and societies: a synthesis of research findings for policy-makers’ <http://www.nesse.fr/nesse/activities/reports/activities/reports/education-and-migration-pdf>

Challenges

- *Spatial isolation.* Educational segregation is mainly the outcome of residential segregation in a number of countries²² due to factors such as social housing policies which have resulted in a high concentration of people with a migrant background in some certain neighbourhoods and discrimination on the housing market. The organisation of the local school system is linked to the spatial distribution of children with a migrant background.
- *School segregation.* There is evidence of school segregation in at least half of the Member States²³. The quality of education in segregated schools is less than the national/local average thereby hindering the academic performance of children and subsequent employment opportunities²⁴.
- *Selection of students.* The selection of students made by schools can contribute significantly to school segregation. This includes certain specific admission rules and school or student profiling, which means that children coming from disadvantaged environments may not meet the set criteria. In countries where the choice of school (parental choice) is free, the segregation is stronger²⁵. Direct or indirect discrimination in the selection of students also results in a high concentration of children with migrant background in some schools.
- *Language capacity.* Newly arrived children may face some particular challenges due to their inadequate language capacity of the host Member State. To acquire the necessary level of language, school administrations may organise some specific, ad-hoc (and generally segregated) classes and/or schools (so-called temporary ‘catch-up’ classes).
- *School performance.* Students enrolled in segregated facilities achieve a lower education performance compared to the national/local average. Closely linked to a high dropout rate, there may also be a lower share of students continuing studies in higher schools.

²² OECD (2010) ‘Equal opportunities? The labour market integration of the children of immigrants’ http://www.oecd-ilibrary.org/social-issues-migration-health/equal-opportunities_9789264086395-en

²³ Fundamental Rights Agency (2017) ‘Together in the EU Promoting the participation of migrants and their descendants’ <http://fra.europa.eu/en/publication/2017/migrant-participation>

²⁴ Stanat, Petra (2006), ‘Schulleistungen von Jugendlichen mit Migrationshintergrund: Die Rolle der Zusammensetzung der Schülerschaft’, in: Baumert, Stanat und Watermann 2006, 189-219.

²⁵ NESSE Network (2008) ‘Education and Migration strategies for integrating migrant children in European schools and societies: a synthesis of research findings for policy-makers’ <http://www.nesse.fr/nesse/activities/reports/activities/reports/education-and-migration-pdf>

- *Capacity of the school.* In some schools, the physical capacity is too limited to accommodate newly arrived students. Extending the capacity in separate classes or schools for children with a migrant background leads to further segregation. School administrations may also face some particular challenges because of a high turnover or shortage of teachers in segregated schools.
- *Special educational facilities for students with learning difficulties.* Special educational needs, such as dyslexia, dyscalculia, and behavioural problems may be relegated to segregated classes or schools. This reflects the lack of capacities of the teachers in mainstream schools to cope with learning disabilities.
- *Organisation, resources and needs of different stakeholders.* Accommodating the needs of the various stakeholders may be complex. For instance, teachers may require more educational assistants, fewer working hours, and more educational support. Students may need smaller class sizes, more space for the classrooms, sports activities, and enrolment mechanisms which allow them to attend mixed educational facilities. Parents may generally prefer schools in close proximity to their residence. The needs of these different stakeholders may not always coincide and could therefore become conflictual.
- *Attendance in early childhood education and care (ECEC).* Disadvantaged students (those from low socio-economic status, poorly educated and immigrant families) are less likely to have attended ECEC for longer than one year. ECEC participation has a stronger positive effect on disadvantaged children's reading scores than on the results of their better-off peers²⁶.

EU fund's objective

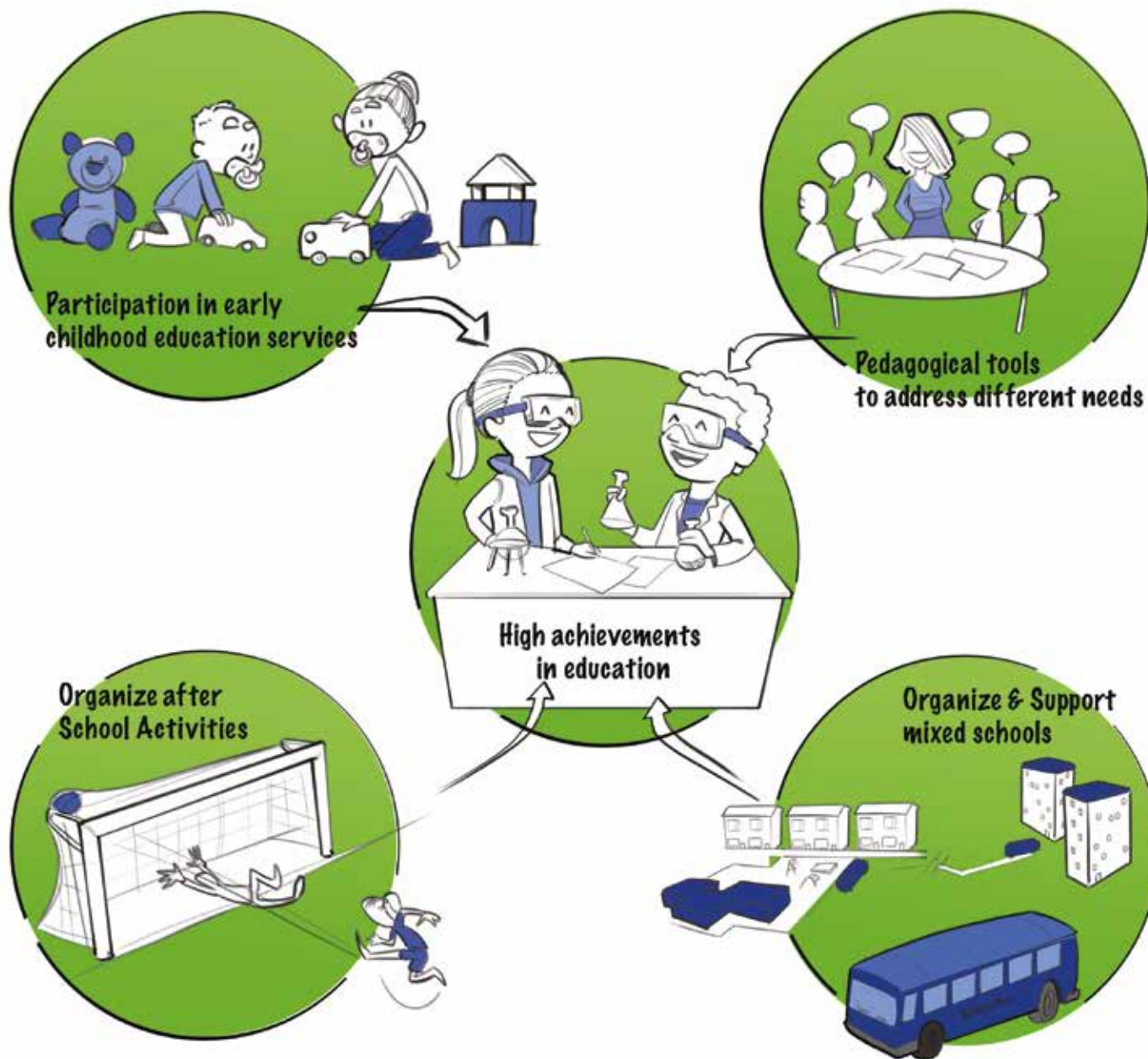
EU funds should be used to ensure access to inclusive and non-segregated education in order to close the gap in educational outcomes.

Measures

EU funds may respond to the challenges above by contributing to investments in the following areas:

- *Reforms in educational policy.* The preparation and implementation of an educational policy aiming for inclusion and desegregation should be supported, both on the national and local level. Measures identified in the desegregation policy linked to AMIF, ESF, FEAD, and/or ERDF operational programmes, ensuring synergy between EU funding
 - ✓ **AMIF, ESF, ERDF:** Capacity building (experts, conferences, workshops, etc.).
- *Enrolment mechanisms.* National and/or local, enrolment mechanisms should be adapted in order to better organise mixed schools. Depending on the context, there are various ways this could be done, for instance through lottery mechanisms or reshaping school catchment areas or districts.
 - ✓ **ESF, AMIF:** capacity building (training for all relevant stakeholders, conferences, studies) to develop and/or test new enrolment mechanism.
- Measures to improve the access to non-segregated, mainstream and inclusive education. Following the elements of educational reform, inclusive and non-segregation measures should be supported by EU funds, including:
 - ✓ **ERDF:** Infrastructure investments, upgrading education infrastructure, including extending capacities in non-segregated environments; new education infrastructure, if necessary; investment in transport means (e.g. bussing); investment in road infrastructure to improve access to facilities;
 - ✓ **AMIF, ESF:** Needs assessment of students, parents, school administration
 - ✓ **AMIF, ESF:** Introduction of innovative pedagogical tools and methods including active and collaborative approaches which allow adaptation to individual needs and increase pupils' motivation;
 - ✓ **AMIF, ESF:** Individual support for students (e.g. mentors) including supporting the students' transitioning between different education levels;

²⁶ European Commission/EACEA/Eurydice/Eurostat, 2014. Key Data on Early Childhood Education and Care in Europe. 2014 Edition. Eurydice and Eurostat Report. Luxembourg: Publications Office of the European Union http://eacea.ec.europa.eu/education/eurydice/documents/key_data_series/166EN.pdf



- ✓ **AMIF, ESF:** After-school and extra-curricular activities;
 - ✓ **AMIF, ESF:** Language training for newly arrived children with a migrant background;
 - ✓ **AMIF, ESF:** Training (initial and continuous professional development) for educational professionals (including leaders) with a special focus on understanding educational disadvantage and early-school-leaving risk factors;
 - ✓ **AMIF, ESF:** Better linkage between parents and professionals (active parental involvement in early childhood facilities and schools);
 - ✓ **AMIF, ESF, ERDF:** Design of pilot actions, capacity building;
 - ✓ **AMIF, ESF, ERDF:** School transport;
 - ✓ **AMIF, ESF, ERDF:** Training of teachers, mentors, teaching and personal assistants;
 - ✓ **AMIF, ESF, ERDF:** Capacity building, training for representatives of the community;
 - ✓ **FEAD, ESF:** Material assistance for students in need;
 - ✓ **ESF, ERDF, EAFRD:** Pilot actions: introduction of pilot actions to test access to inclusive education, such as school buses, the adaptation of enrolment rules and mechanisms, training for mentors/assistants responsible for access, etc.
- **Community building.** Community building and empowerment actions to better establish the environment for inclusive educations.
 - ✓ **AMIF, ESF, ERDF, EAFRD:** Capacity building of stakeholders involved in community building (e.g. social workers, community mediators). This may include actions such as conferences, workshops, etc.;
 - ✓ **AMIF, ESF, ERDF:** Relations with the press (events, field visits for media representatives, etc.).
- **Participation in early-childhood education services.** Measures may focus on two aspects of participation:
 - ✓ **ERDF, EAFRD:** If access is limited due to the capacity of the facilities, EU funds should focus on extending or building new ECEC capacities;
 - ✓ **ESF:** In order to foster the participation, measures may target the links between parents and professionals (active parental involvement in early-childhood facilities);
 - ✓ **ESF:** Training and capacity building of ECEC service providers, teachers, social workers.

4.3. Housing – Ensuring access to adequate and non-segregated housing

Scene setter

People with a migrant background are generally vulnerable on the housing market, are disproportionately dependent on private rentals, are less likely to be informed of their rights and are more likely to be discriminated against. They also face greater obstacles to accessing public housing or housing benefits and are more likely to live in substandard and poorly connected accommodations, with less space available and at a higher rental cost burden than the national average²⁷. It is essential to ensure access to adequate and non-segregated housing as it has a major influence on employment options, educational opportunities, and even residence, family reunification and citizenship rights.

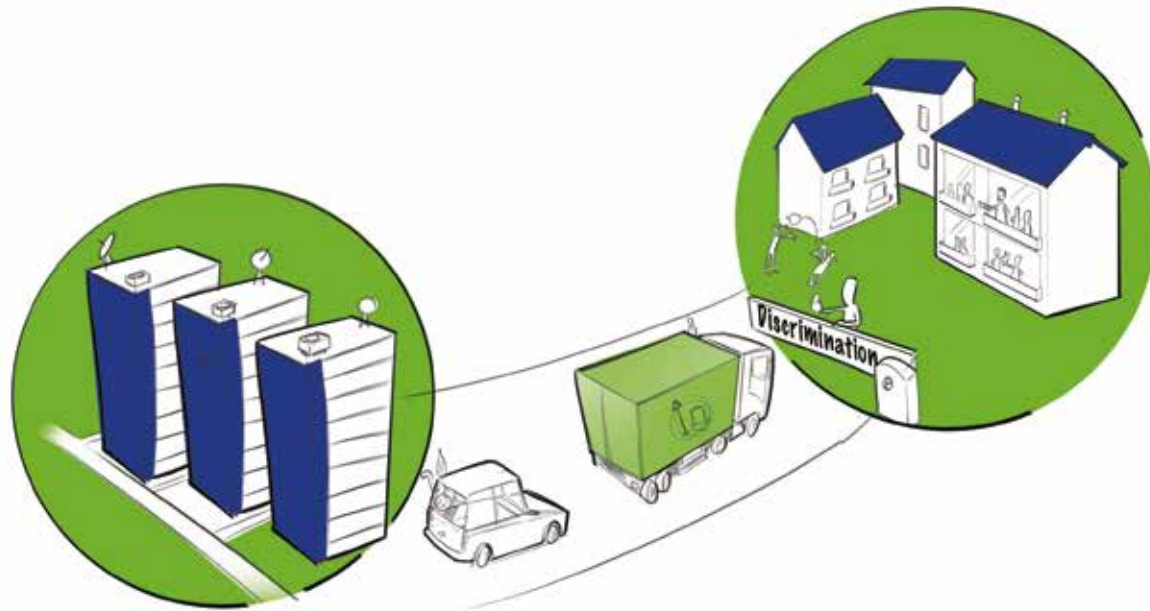
Challenges

- **Overcrowding among the non-EU born.** EU-wide, the overcrowding rate among those born outside the EU and aged between 20-64 stands at 25%, compared to 17% for the native-born. The levels are highest (40-55%) in Central and Southeast Europe (Bulgaria, Croatia, Greece, Hungary and Poland) and lowest (<10%) in Belgium, Cyprus, Ireland, Malta and the Netherlands²⁸.
- **Housing cost overburden.** The housing cost overburden rate for non-EU citizens saw a significant increase from 2013 to 2014, when 30% of non-EU citizens of working age belonged to this group, compared to 11% of nationals. While this gap had narrowed until 2013 to 16 percentage points, it now stands at almost 2009 levels (19.5 percentage points)²⁹.
- **Discrimination.** Discrimination on the housing market negatively impacts the already disadvantaged position of people with a migrant background. It reinforces segregation and undermines social and spatial inclusion. Discriminatory attitudes towards migrants in relation to housing were reported by the European Social Survey (ESS) in 2002 and 2014. The 2011 EU-MIDIS study also surveyed migrants' discrimination experience at large.

²⁷ European Commission (2016) 'EWSI Analysis: Immigrant Housing in Europe' European Website on Integration <https://ec.europa.eu/migrant-integration/intdossier/ewsi-analysis-immigrant-housing-in-europe>

²⁸ European Commission (2016) 'EWSI Analysis: Immigrant Housing in Europe' European Website on Integration <https://ec.europa.eu/migrant-integration/intdossier/ewsi-analysis-immigrant-housing-in-europe>

²⁹ European Commission (2016) 'EWSI Analysis: Immigrant Housing in Europe' European Website on Integration <https://ec.europa.eu/migrant-integration/intdossier/ewsi-analysis-immigrant-housing-in-europe>



- **Spatial segregation.** Spatial segregation of marginalised people results in their physical and social isolation from mainstream society. Segregation is characterised by the physical and social separation of members of a marginalised group from members of non-marginalised groups and unequal access to mainstream, inclusive and high-quality services³⁰. It is the result of many factors, such as limited cheap-housing options, discrimination on the housing market and limited access to social housing.

EU fund's objective

Following the 'Guidance for Member States on the use of European Structural and Investment Funds in tackling educational and spatial segregation'³¹, EU funds should not contribute to the physical and social separation of people with a migrant background. As a result, these funds should be employed to ensure access to adequate and non-segregated housing.

Measures

From the perspective of preventing further segregation, the measures described below should be aligned with the following basic principles:

- Social housing facilities should not be provided in segregated areas, which may contribute to further exclusion;
- Housing infrastructure investments should be complemented by soft measures within the framework of an integration approach;
- Investments should aim to contribute to closing the physical and social gap between segregated and non-segregated areas and improve access to quality services and infrastructure;
- Investment in infrastructure and services should ensure better connections between segregated areas and neighbouring urban or rural areas (e.g. improved connections between the targeted settlement and the principle population areas by expanding public transport services).

³⁰ European Commission, European Structural and Investment Funds 'Guidance for Member States on the use of European Structural and Investment Funds in tackling educational and spatial segregation' http://ec.europa.eu/regional_policy/sources/docgener/informat/2014/thematic_guidance_fiche_segregation_en.pdf

³¹ European Commission, European Structural and Investment Funds 'Guidance for Member States on the use of European Structural and Investment Funds in tackling educational and spatial segregation' http://ec.europa.eu/regional_policy/sources/docgener/informat/2014/thematic_guidance_fiche_segregation_en.pdf

With this in mind, EU funds may respond to the challenges mentioned above by contributing to investments in the following areas:

- **Housing provision.** Social housing facilities should also be accessible and affordable for people with a migrant background, taking into account the possible risk of energy poverty, implications of gentrification, maintenance costs, etc. The measures below accompany housing infrastructure developments:
 - ✓ **ERDF:** Physical, economic and social regeneration of deprived neighbourhoods: refurbishment, upgrading housing and related infrastructure (water supply, sewage, gas, electricity, etc.); conditions for low-energy-cost housing; infrastructural development in social and healthcare services, education, income-generation activities, e.g. setting up social enterprises, micro-credit programmes;
 - ✓ **ERDF, ESF, AMIF:** Access to employment, social inclusion, health, educational and other services; improving basic and professional skills through mentoring and training, including vocational education for people with a migrant background; income-generation activities, e.g. setting up social enterprises, micro-credit programmes.
- **Desegregation through relocation.** Supporting the provision of housing facilities in non-segregated areas may comprise elements of relocation from segregated neighbourhoods to mixed urban and rural neighbourhoods. Relocation of families with a migrant background must be presented to them as an option. It must be thoroughly planned and soft measures, like community development, mediation, social work, vocational training, etc. should precede infrastructural developments. To ensure financial efficiency, the existing available affordable and good-quality housing stock should be considered first for relocation purposes, rather than relocating families by building new housing that is more costly, or bringing infrastructure to isolated neighbourhoods and settlements at disproportionately high costs.
 - ✓ **ERDF, ESF, AMIF**
- **Housing discrimination.** Early detection of discriminatory treatment and processing legal cases requires capacity-building measures. These may consist of training stakeholders in the anti-discrimination legal environment, pro-bono legal service, organisation of seminars, workshops, conferences, etc.
 - ✓ **ESF**

4.4. Reception - Ensuring integration from day 1

Scene setter

When individuals seeking international protection arrive and wait for the decision on their asylum application they are in the 'reception phase'. As a result, reception is a temporary situation contingent on the length of the asylum determination procedure. Member States must, in principle, ensure this procedure is concluded within six months of the lodging of the application. However, it is estimated that across the Member States, the length of the procedure ranges from 8 to 180 days.³² Providing integration measures, such as orientation and language training, at the earliest possible moment has proven to be an essential feature of successful integration. Therefore, integration support should start from 'day one'.

THE ROLE OF ESF FOR A PERSON WHO HAS APPLIED FOR INTERNATIONAL PROTECTION AND HAS:

- No access to the labour market: the ESF can support vocational training in cases where the national rules provide it; support education for minors (younger than 18).
- Access to the labour market: there are no limitations to the support the ESF can provide as compared to European citizens. Thus, this includes general access to ESF support (e.g. training, education, coaching and counselling activities).

It must be noted that labour market access is determined by the Member States.

Challenges³³

- **Reception set-up.** While reception conditions are harmonised³⁴, Member States are given flexibility in their implementation and transposition. This results in national systems which differ significantly in the

³² European Council for Refugees (October 2016) 'The length of asylum procedures in Europe' <https://www.ecre.org/wp-content/uploads/2016/10/AIDA-Brief-DurationProcedures.pdf>

³³ It must be noted that as of 31 July 2017 modifications of the Common European Asylum System, including the Reception Conditions Directive, is under negotiations at the European Parliament.

³⁴ Directive 2013/33/EU of the European Parliament and of the Council of 26 June 2013 laying down standards for the reception of applicants for international protection

set-up and modalities for providing of reception conditions across the EU. In some instances, the structure of the reception system is based on a large and geographically isolated centre with an in-house provision of services. In other systems, asylum seekers will receive financial assistance and will have the choice of housing. Consequently, the reception conditions vary across EU Member States, creating differences in the treatment of applicants for international protection³⁵.

- *Institutionalisation.* Applicants of international protection may be institutionalised in long-term residential settings which harms their development and further prevents them from being integrated in the countries of arrival.
- *Concentration and dispersal.* In the Member States the concentration of asylum seekers across the territory, as well as the dispersal process, differs³⁶. At the same time, a high concentration of asylum seekers in one location can slow down the integration process.
- *Social and physical isolation.* Member States may choose to provide housing in one of the following forms: premises used for the purpose of housing applicants during the examination of an application for international protection made at the border or in transit zones; accommodation centres which guarantee an adequate standard of living; or private houses, flats, hotels or other premises adapted for housing applicants³⁷. At the same time, the type and location of the housing solution can have a significant impact on the social integration of asylum seekers into the mainstream society.
- *Material reception conditions.* Member States may face difficulties in providing the required adequate material reception conditions for asylum seekers, whether it is in the form of financial assistance or in kind, which guarantees their subsistence and protects their physical and mental health³⁸.
- *Limited access to employment.* Labour market participation is one of the most important factors supporting the integration of asylum

seekers in Member States³⁹. Most Member States⁴⁰ should provide asylum seekers with access to the labour no later than nine months from the date when the application for international protection was lodged, if a first instance decision by the competent authority has yet to be taken and the delay cannot be attributed to the applicant⁴¹. However, there may still be barriers for effective access of asylum seekers to the labour market and lack of support measures to promote labour market participation can slow down the process.

- *Schooling and education of children.* Access to the education system for children should be provided within the first three months – this may include preparatory classes and language classes to facilitate their access to, and participation in, the education system⁴². The overall organisation of the reception, in particular the location and the provision of so-called temporary ‘catch-up classes’, may contribute to segregated education.
- *Unaccompanied children.* In many Member States, guardians are not systematically assigned to all unaccompanied children or there may be extreme delays in their appointment⁴³. Moreover, due to the lack of community⁴⁴ and family based care such as⁴⁵ foster care, unaccompanied children may reside alone, and over a long-time period, in reception centres and are thereby being socially and physically excluded from mainstream society. They may also be placed in institutional care or stay long term in the reception centres turning them into residential institutions, which would create serious risks for their protection and wellbeing.

³⁵ European Migration Network (2014) ‘The Organisation of Reception Facilities for Asylum Seekers in different Member States’ <https://ec.europa.eu/migrant-integration/librarydoc/the-organisation-of-reception-facilities-for-asylum-seekers-in-different-member-states>

³⁶ European Commission (2016) ‘EWSI Analysis: Immigrant Housing in Europe’ European Website on Integration <https://ec.europa.eu/migrant-integration/intdossier/ewsi-analysis-immigrant-housing-in-europe>

³⁷ Article 18 of Directive 2013/33/EU of the European Parliament and of the Council of 26 June 2013 laying down standards for the reception of applicants for international protection

³⁸ Article 17 of Directive 2013/33/EU of the European Parliament and of the Council of 26 June 2013 laying down standards for the reception of applicants for international protection

³⁹ European Commission (May 2016) ‘Challenges in the Labour Market Integration of Asylum Seekers and Refugees’ Directorate-General for Employment, Social Affairs and Inclusion, European Employment Policy Observatory <https://ec.europa.eu/migrant-integration/librarydoc/challenges-in-the-labour-market-integration-of-asylum-seekers-and-refugees>

⁴⁰ Ireland and Denmark are not party to the Reception Directive and therefore not bound by this provision. The United Kingdom is a signatory to the original Reception Directive (2003/9/EC) and is therefore required to ‘determine a period of time, starting from the date on which an application for asylum was lodged, during which an applicant shall not have access to the labour market’. However, if a first instance decision has not been taken within one year of the presentation of an application for asylum and this delay cannot be attributed to the applicant, the UK, as a signatory to the original Reception Directive, is required to decide the conditions for granting the applicant access to the labour market.

⁴¹ Article 15 Reception Conditions Directive (2013/33/EU)

⁴² Article 14 Reception Conditions Directive (Directive 2013/33)

⁴³ Fundamental Rights Agency <http://fra.europa.eu/en/theme/asylum-migration-borders/overviews/focus-children#guardianship>

⁴⁴ The term ‘community-based care’, refers to the spectrum of services that enable individuals to live in the community and, in the case of children, to grow up in a family environment as opposed to an institution. Further information available: European Expert Group on the Transition from Institutional to Community-based Care (November 2012) ‘The Common European Guidelines on the Transition from Institutional to Community-based Care’ available: www.deinstitutionalisationguide.eu

⁴⁵ The term family based care refers to a form of alternative care in which the child is placed with a family other than his/her family of origin (e.g. kinship care, foster care).

■ *Physical and mental health.* Having often faced war, persecution and extreme hardships in their country of origin or throughout their journey, applicants for international protection may be exposed to various factors that affect their physical and mental wellbeing. These factors are often made worse by their current stresses, worries about their uncertain future and acute and chronic diseases not adequately treated⁴⁶. As a result, applicants for international protection are more likely to suffer from disorders related to extreme stress, such as anxiety and post-traumatic stress disorder (PTSD), and detrimental physical status, than the general population⁴⁷.

EU fund's objective

EU funds should provide the necessary integration support from 'day one'.

Measures

From the perspective of integration from day one, EU funds may respond to the challenges above by contributing to investments in the following areas:

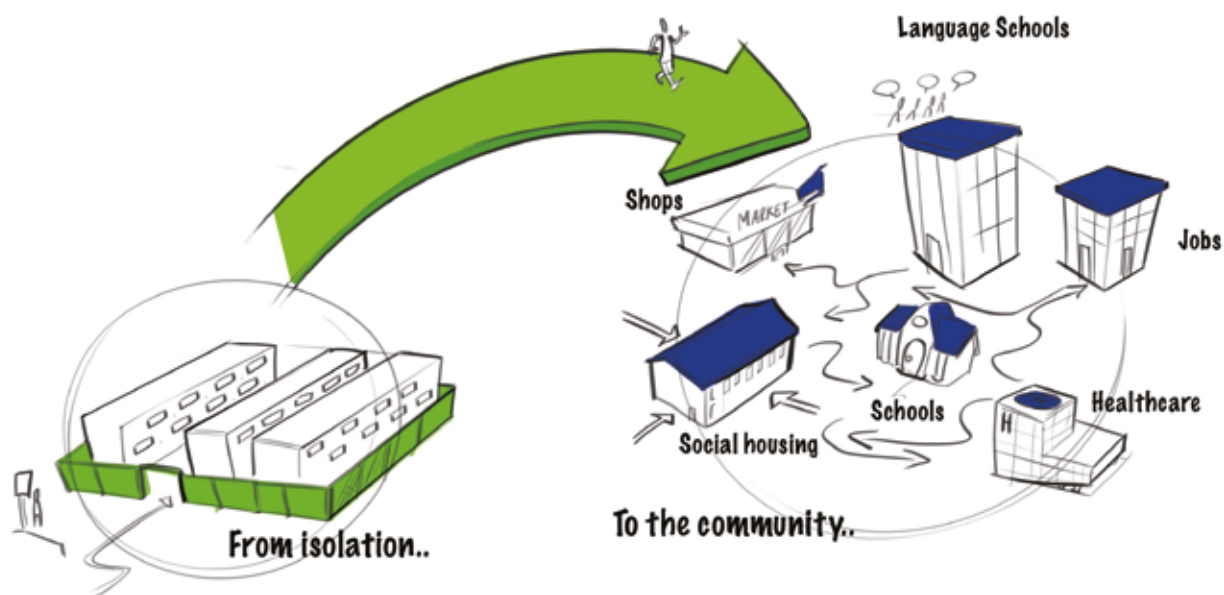
■ *Material reception conditions.* Basic material reception conditions, including food, clothing etc., should be supported from the outset. Particular attention should be paid to vulnerable groups such as children, including unaccompanied children. Regardless of the conditions set out by Member States, EU funds may be used to provide material conditions to asylum seekers residing both inside and outside the reception centres. In the case of any inconsistencies between the national legal requirements and eligibility under EU funds, activities supporting material conditions can be delegated to an external non-governmental stakeholder (such as an NGO).

✓ **AMIF, FEAD:** basic material assistance (food, clothing).

■ *Community-based reception models.* The large-scale and isolated institutional type of reception model significantly hinders the long-term integration of asylum seekers because it may contribute to social and physical isolation. Reception centres are large scale when they provide a wide range of services in-house, for example schools, medical services, vocational training, etc. As a result, asylum seekers' stay in reception centres should be limited in time and non-segregated housing should be provided as soon as possible (for more information, see the housing scenario). Where some form of reception centres must remain, these should be small in scale and located in close proximity to mainstream society. Investments in large-scale residential reception centres risk preserving the institutional type of reception model, which may be detrimental to independent living. Preference should be given to small-scale reception

⁴⁶ World Health Organization (2015) 'Mental Health and Psychosocial Support for Refugees, Asylum Seekers and Migrants on the Move in Europe. A multi-agency guidance note' http://www.euro.who.int/__data/assets/pdf_file/0009/297576/MHPSS-refugees-asylum-seekers-migrants-Europe-Multi-Agency-guidance-note.pdf

⁴⁷ World Health Organization Regional Bureau for Europe (2015) 'Policy brief on migration and health: mental health care for refugees.' Copenhagen: WHO-EURO http://www.euro.who.int/__data/assets/pdf_file/0006/293271/Policy-Brief-Migration-Health-Mental-Health-Care-Refugees.pdf



centres which allow for emergency situations, in particular, any unforeseen increase in asylum applications, by maintaining a buffer capacity (e.g. houses which may temporarily increase the number of beds).

- ✓ **AMIF:** emergency accommodation (national programmes or – in case of an emergency situation – emergency assistance);
 - ✓ **ERDF:** rental fees, social housing, social housing and regeneration of urban/rural neighbourhoods;
 - ✓ **ESF:** rental fees.
- **Labour market integration and vocational training.** Before access to formal labour market measures, specific support may be necessary to prepare for training and employment. Employability measures should cover psychological, social and mental health support for people suffering from trauma, long-term unemployment, addiction, etc. Access to mainstream vocational training should be supported, primarily outside of the reception centres.
- ✓ **AMIF:** preparatory measures for integration into the labour market;
 - ✓ **ESF:** due to eligibility restrictions, only measures on vocational training to third parties are supported;
 - ✓ **ERDF:** microcredit and business development, investments in employment infrastructure;

ESF SUPPORT TO HOUSING COSTS FOR ASYLUM SEEKERS – FOR INSTANCE, RENTAL FEES

It should be assessed whether the action clearly contributes to achieving the national/regional specific objectives set out by the Member State/region in the operational programmes for the relevant investment priorities.

Thus, it follows that the assessment of the eligibility of actions should be made on a case-by-case basis. Whether or not an action is eligible for ESF support depends on the way the action is designed and on the specific objective to which it should contribute. For instance, if this action (rent support) is integrated in a set of measures and is considered as essential (i.e. a necessary condition) to ensure the integration of asylum seekers into the labour market, then the rent support could be considered eligible as part of an integrated set of actions. If, however, there is no link between the intervention logic of the action (support to apartment rents) and the integration of asylum seekers into the labour market, then this action is not eligible. This is notably the case where this support is provided as a self-standing measure with no link to other measures integrating the asylum seeker into the labour market or, for instance, where this support is provided for asylum seekers who have yet to gain access the labour market.

- ✓ **EAFRD:** business development in rural areas, and in the agricultural/food/forestry sectors, cooperation support for diversification of farming activities into social integration and local initiatives.

- **Schooling and education of children.** Access to mainstream education must be ensured as soon as possible. While additional linguistic support may be necessary, it should be provided in the mainstream and non-segregated classrooms (i.e. teaching assistants, mentors). For more information about the support for inclusive and non-segregated education see scenario 4. on education.
 - ✓ **AMIF:** introductory and language courses;
 - ✓ **ESF:** introductory and language courses, early childhood education and care and activities for inclusive education;
 - ✓ **ERDF:** education infrastructure, including equipment supporting inclusive education;
 - ✓ **EAFRD:** support for basic service centres in rural areas where the above services could be provided.
- **Unaccompanied children.** Support should contribute to placing unaccompanied children in family-based care, such as foster care, and according to the child's individual needs. The systematic assignment of guardians upon identification is a pre-requisite to help finding a sustainable solution for the child in his or her best interest. Where there are doubts as to whether a person is an adult or a child, an appropriate age assessment methodology should be in place. In this way, the following measures might fall within the scope of EU funds support:
 - ✓ **AMIF:** training, capacity building and networking for guardians and foster parents as well as social workers and educators; methodological development of psycho-social age assessments.

4.5. Basic mainstream services – Ensuring access to basic mainstream services for particularly vulnerable groups

Scene setter

A number of groups, for instance undocumented migrants including the homeless, single parents, victims of trafficking and abuse, fall between the cracks of the system and are thereby particularly vulnerable. Statistics on the number of people residing irregularly in Europe are extremely limited. According to estimates by an EU-funded research project in 2009, the number of undocumented migrants was between 2 and

4 million⁴⁸. Non-EU migrants have identified the lack of legal status as affecting integration more than employment status⁴⁹. Access to basic mainstream services by these vulnerable groups may be limited due to legal boundaries, as well as discriminating treatments.

Challenges

- **Adequate standard of living.** Particularly vulnerable groups are at high risk of homelessness and of living in precarious situations without access to the most basic services such as running water, electricity and heating⁵⁰.
- **Healthcare services.** Access to healthcare is a basic human right which is often restricted by various stakeholders and, where available, is difficult for particularly vulnerable people to claim due their lack of residence status⁵¹. If the needs of vulnerable groups are unmet, their physical and mental health is at high risk. Undetected and untreated illnesses affect health, social, and psychological development (which, for children, is carried on into adulthood) and could damage public health in general⁵².
- **Legal services.** Access to justice is a basic human right which is often difficult for particularly vulnerable people to claim due their lack of residence status⁵³.

EU fund's objective

The EU funds should be used to ensure access to basic mainstream services for vulnerable groups.

Measures

Taking into account the barriers arising in legal circumstances, the services described below can be delegated to external non-governmental stakeholders. In this way, the services may be made available for vulnerable groups in a flexible way.

- **Adequate standard of living.** Considering the emergency conditions vulnerable groups may face, shelters should be provided as temporary and transitional accommodation with the aim of securing family and community-based living. In the long term, more attention should be paid to social and private housing. For more information, see the housing scenario.
 - ✓ **AMIF, FEAD:** Basic material assistance;
 - ✓ **ERDF:** Building or extending social housing.
- **Healthcare services.** Measures should improve access to mainstream healthcare services. Providing regular preventive care, in particular, is cost-saving for healthcare systems when compared to providing emergency care only⁵⁴.
 - ✓ **ERDF:** health infrastructure, such as building new or extending capacity, and equipment; improving outreach (e.g. mobile service units); developing integrated centres which comprise social and health services;
 - ✓ **ESF:** access to services (preventive, primary and secondary care); improving access to information and communication; training for healthcare staff;
 - ✓ **EAFRD:** support for basic service centres in rural areas where the above services could be provided.

⁴⁸ A. Triandafyllidou, CLANDESTINO Project Final Report, November 2009.

⁴⁹ Eurobarometer, http://ec.europa.eu/commfrontoffice/publicopinion/archives/quali/ql_5969_migrant_en.pdf

⁵⁰ Fundamental Rights Agency (2011) 'Fundamental rights of migrants in an irregular situation in the European Union' <http://fra.europa.eu/en/publication/2012/fundamental-rights-migrants-irregular-situation-european-union>; PICUM (2013) 'Housing and Homelessness of Undocumented Migrants in Europe: Developing Strategies and Good Practices to Ensure Access to Housing and Shelter' [http://picum.org/picum.org/uploads/publication/Annual Conference 2013 report HOUSING_EN_FINAL.pdf](http://picum.org/picum.org/uploads/publication/Annual%20Conference%202013%20report%20HOUSING_EN_FINAL.pdf)

⁵¹ Fundamental Rights Agency (2011) 'Fundamental rights of migrants in an irregular situation in the European Union' <http://fra.europa.eu/en/publication/2012/fundamental-rights-migrants-irregular-situation-european-union>

⁵² European Health Parliament (2016) 'Healthcare access for undocumented migrants: Why it is in Member States' interest to share costs and work early on mental health issues' http://www.healthparliament.eu/documents/10184/0/EHP_PAPERS_2016_MigrationAndHealthChallenges_SCHERM.pdf/71688c4c-5ec9-44a1-a329-88cfbd410581

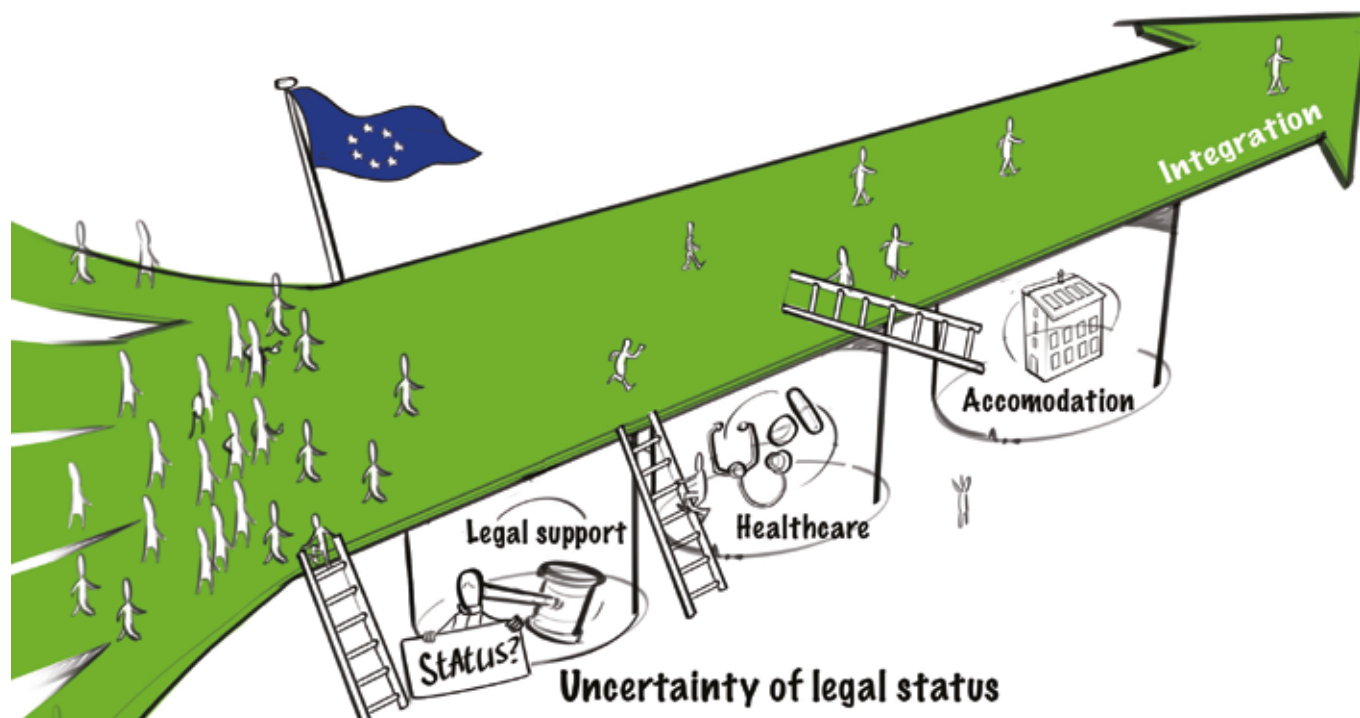
⁵³ Fundamental Rights Agency (2011) 'Fundamental rights of migrants in an irregular situation in the European Union' <http://fra.europa.eu/en/publication/2012/fundamental-rights-migrants-irregular-situation-european-union>; PICUM (2013) 'Using Legal Strategies to Enforce Undocumented Migrants' Human Rights' <http://picum.org/picum.org/uploads/publication/Using%20Legal%20Strategies%20to%20Enforce%20Undocumented%20Migrants'Human%20Rights.pdf>

⁵⁴ Fundamental Rights Agency (2015) 'Cost of exclusion from healthcare – The case of migrants in an irregular situation' <http://fra.europa.eu/en/publication/2015/cost-exclusion-healthcare-case-migrants-irregular-situation>

ACCESS TO HEALTHCARE SERVICES BY MARGINALISED COMMUNITIES, INCLUDING PEOPLE WITH A MIGRANT BACKGROUND – ERDF SUPPORT IN BELGIUM

In 2016 the Belgian authorities redirected some of their ERDF financing to support the activities of two healthcare centres operated by Medecin du Monde, in Brussels. Their initiative consists in helping marginalized communities, including people with a migrant background, by providing healthcare and social services to those most in need in the city.

- *Legal services.* Measures should address the structural and practical barriers which hinder particularly vulnerable groups when pursuing legal remedies.
- ✓ **AMIF, ESF:** improving access to information; awareness raising and anti-discrimination campaigns; provision of pro-bono legal service (lawyers); training of stakeholders about the anti-discrimination legal environment; pro-bono legal service, organisation of seminars, workshops, conferences, etc.



5. ANNEX

5.1 Overview of terminology

TERM	DEFINITION	SOURCE
Third-country national	Any person who is not a citizen of the Union within the meaning of Article 20(1) TFEU. Reference to third-country nationals shall be understood to include stateless persons and persons with undetermined nationality.	Council Directive 2003/86/EC of 22 September 2003 on the right to family reunification
Asylum seeker/ applicant for international protection	A third-country national or stateless person who has made an application for international protection in respect of which a final decision has not yet been taken	Directive 2013/32/EU of the European Parliament and of the Council of 26 June 2013 on common procedures for granting and withdrawing international protection
Beneficiary of international protection	A person who has been granted refugee status or subsidiary protection status	Directive 2011/95/EU of the European Parliament and of the Council of 13 December 2011 on standards for the qualification of third-country nationals or stateless persons 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
Refugee	A third-country national who, owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, political opinion or membership of a particular social group, is outside the country of nationality and is unable or, owing to such fear, is unwilling to avail himself or herself of the protection of that country, or a stateless person who, being outside of the country of former habitual residence for the same reasons as mentioned above, is unable or, owing to such fear, unwilling to return to it.	Directive 2011/95/EU of the European Parliament and of the Council

TERM	DEFINITION	SOURCE
EU citizen	An EU citizen is a person holding the nationality of a Member State.	Treaty on European Union
Person with a migrant background	A person with a migratory background is a person who has: migrated into their present country of residence; and/or previously had a different nationality from their present country of residence; and/or at least one of their parents previously entered their present country of residence as a migrant.	European Migration Network
Stateless Person	Person who is not considered as a national by any state under the operation of its law.	European Migration Network
Mobile EU citizen	An EU citizen who moves to or resides in a Member State other than that of which they are a national.	Directive 2004/38/EC of the European Parliament and of the Council

5.2 EU legal and policy framework in the field of integration

Member States retain the primary responsibility for the integration of people with a migrant background. The legal competence of the EU in the field of integration is limited to providing support and incentives to Member States. For example, the EU promotes exchange and mutual learning, supports the monitoring of integration outcomes across the EU and provides EU funding, in particular through national and regional programmes under shared management. The support provided at EU level in the field of integration has been reinforced through the adoption by the European Commission of the Action Plan on the Integration of Third Country Nationals on 7 June 2016.

The following EU legal and policy framework serves as the basis for supporting national and regional authorities in the implementation of integration policies for people with a migrant background through the use of EU funds.

Legal framework

The *Charter of Fundamental Rights of the European Union* (henceforth the Charter) provides that respect for fundamental rights is a legal obligation for the EU institutions, bodies, agencies and offices in all their actions, and for EU Member States when they are implementing EU law (cf. Article 51(1)). The following non-exhaustive list highlights the most relevant in the context of integration policy:

Article 3	Right to the integrity of the person
Article 5	Prohibition of slavery and forced labour
Article 14	Right to education
Article 18	Right to asylum
Article 21	Non-discrimination
Article 24	Rights of the child
Article 35	Healthcare

A crucial element of the European Union's anti-discrimination legal framework is the *Racial Equality Directive* (2000/43/EC)⁵⁵ which sets out the obligation of all Member States to combat discrimination and prevent in particular discrimination based on the grounds of racial or ethnic origin notably in social protection, education and access to and supply of goods and services, including housing.

The *UN Convention on the Rights of the Child*⁵⁶, ratified by all EU Member States, underscores a number of key rights for children, including non-discrimination (cf. Article 2), best interest of the child (cf. Article 3), access to healthcare (cf. Article 24), and the right to education (cf. Article 28).

The *Common European Asylum System* is composed of a set of laws which seek to harmonise common minimum standards for asylum across the EU. The legislative texts address, amongst others, asylum procedures and qualifications, and reception conditions. The European Commission has presented legislative proposals to reform the Common European Asylum System which are currently under negotiations.

Policy framework

The *Common basic principles for immigrant integration*⁵⁷ (2004) lays down the main principles the integration of migrants at the EU level.

The *Action plan on the integration of third-country nationals*⁵⁸ (2016) provides a comprehensive framework and concrete actions to support Member States' efforts in developing and strengthening their integration policies, including education, language training, employment and vocational training, access to basic services such as housing and healthcare and active participation and social inclusion, fighting discrimination.

The *Council Conclusions on the integration of third-country nationals legally residing in the EU*⁵⁹ (2016) invites Member States to focus their efforts on a number of areas in accordance with the national policies and priorities. These areas include early integration measures, and in particular those favouring early access to education, to vocational training and to the labour market, but also areas offering opportunities to third-country nationals to actively participate in the economic, social and civic life of Member States, and combating discrimination and segregation.

The *Communication on the protection of children in migration*⁶⁰ (2017) sets out priority actions including ensuring protection upon arrival, adequate reception conditions for children, effective guardianship, early integration measures, access to inclusive and non-discriminatory education, timely access to healthcare etc.

The *European Structural and Investment Funds (ESIF) 2014-2020 guidance notes*⁶¹ respond to questions of interpretation for the preparation, programming and implementation of the ESIF. One such overarching guidance note, in particular, shows how the Charter also applies to Member States when using ESIF⁶². Moreover, the guidance notes under thematic objective (TO) 9 on social inclusion and poverty, moreover, highlight the need to tackle educational and spatial segregation⁶³ and to transition from institutional to community-based care⁶⁴.

⁵⁵ Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin

⁵⁶ UN Convention on the Rights of the Child <http://www.ohchr.org/en/professionalinterest/pages/crc.aspx>

⁵⁷ http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/jha/82745.pdf#zoom=100

⁵⁸ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Action Plan on the integration of third country nationals (COM(2016) 377) https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-migration/proposal-implementation-package/docs/20160607/communication_action_plan_integration_third-country_nationals_en.pdf

⁵⁹ <http://data.consilium.europa.eu/doc/document/ST-15312-2016-INIT/en/pdf>

⁶⁰ Communication from the Commission to the European Parliament and the Council, The protection of children in migration (COM(2017) 211) https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-migration/20170412_communication_on_the_protection_of_children_in_migration_en.pdf

⁶¹ All the European Structural and Investment Fund guidances are available at the following link: http://ec.europa.eu/regional_policy/en/information/legislation/guidance/

⁶² Commission notice — Guidance on ensuring the respect for the Charter of Fundamental Rights of the European Union when implementing the European Structural and Investment Funds ('ESI Funds') C/2016/4384 [http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52016XC0723\(01\)&from=EN](http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52016XC0723(01)&from=EN)

⁶³ European Commission, European Structural and Investment Funds 'Guidance for Member States on the use of European Structural and Investment Funds in tackling educational and spatial segregation' http://ec.europa.eu/regional_policy/sources/docgener/informat/2014/thematic_guidance_fiche_segregation_en.pdf

⁶⁴ European Commission, European Structural and Investment Funds 'Guidance for Member States on the transition from institutional to community-based care' http://ec.europa.eu/regional_policy/sources/docgener/informat/2014/guidance_deinstitutionalisation.pdf

5.3 EU funding regulations

Link to additional information on European funds

Asylum Migration and Integration fund (national authorities):	https://ec.europa.eu/home-affairs/financing/fundings/mapping-funds_en
Asylum Migration & Integration Fund (union actions)	https://ec.europa.eu/home-affairs/financing/fundings/migration-asylum-borders/asylum-migration-integration-fund/union-actions_en
Erasmus+	https://ec.europa.eu/programmes/erasmus-plus/node_en
Employment and Social Innovation	http://ec.europa.eu/social/main.jsp?catId=1081
Europe for citizens	http://eacea.ec.europa.eu/europe-for-citizens_en
European Agricultural Fund for Rural Development	https://ec.europa.eu/agriculture/rural-development-2014-2020_en
European Regional Development Fund	http://ec.europa.eu/regional_policy/en/atlas/managing-authorities
European Social Fund	http://ec.europa.eu/esf/main.jsp?catId=45&langId=en
Fund for European aid to the most deprived	http://ec.europa.eu/social/main.jsp?catId=1089
European Maritime and Fisheries Fund	https://ec.europa.eu/fisheries/cfp/emff_en

European Structural and Investment Funds (ESIF)

The treaties define the overall mission of the ESIF, namely to support the economic, social and territorial cohesion in Europe. ESIF are composed of five specific funds: the European Regional Development Fund (ERDF), European Social Fund (ESF), Cohesion Fund (CF), European Maritime and Fisheries Fund (EMFF) and European Agricultural Fund for Rural Development (EAFRD)⁶⁵. For the 2014-2020 programming period, ESIF have three broad socio-economic goals: sustainable growth, smart growth and inclusive growth.

⁶⁵ Regulation (EU) No 1303/2013 of the European Parliament and of the Council of 17 December 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 and repealing Council Regulation (EC) No 1083/2006; Regulation (EU) No 1301/2013 of the European Parliament and of the Council of 17 December 2013 on the European Regional Development Fund and on specific provisions concerning the Investment for growth and jobs goal and repealing Regulation (EC) No 1080/2006; Regulation (EU) No 1304/2013 of the European Parliament and of the Council of 17 December 2013 on the European Social Fund and repealing Council Regulation (EC) No 1081/2006; Council Regulation (EU) No 1300/2013 of 17 December 2013 on the Cohesion Fund and repealing Council Regulation (EC) No 1084/2006; Regulation (EU) No 1305/2013 of the European Parliament and of the Council of 17 December 2013 on support for rural development by the European Agricultural Fund for Rural Development (EAFRD) and repealing Council Regulation (EC) No 1698/2005; Regulation (EU) No 508/2014 of the European Parliament and of the Council of 15 May 2014 on the European Maritime and Fisheries Fund and repealing Council Regulations (EC) No 2328/2003, (EC) No 861/2006, (EC) No 1198/2006 and (EC) No 791/2007 and Regulation (EU) No 1255/2011 of the European Parliament and of the Council.

REGULATION	ARTICLES	CONTENT
Regulation (EU) No 1303/2013 – Common Provisions Regulation (CPR)	Article 7	To prevent any discrimination based on racial or ethnic origin, during the preparation and implementation of programmes
	Annex XI – Thematic ex-ante conditionalities	TO 9. Promoting social inclusion, combating poverty and any discrimination (9.1 and 9.3) TO 10. Investing in education, training and vocational training for skills and lifelong learning. (10.1, 10.2, 10.3)
	Annex XI – General ex-ante conditionality	1. Anti-discrimination - necessary administrative capacity for the implementation and application of Union anti-discrimination law and policy in the field of ESI funds.
Regulation (EU) No 1304/2013 – European Social Fund Regulation (ESF)	Article 3 – Scope of support	Investment priorities under T08, 9 and 10
	Article 8 – Promotion of equal opportunities and non-discrimination	Promotion of equal opportunities for all, without discrimination based on racial or ethnic origin, through mainstreaming and specific actions the principle of non-discrimination
Regulation (EU) No 1301/2013 – European Regional Development Fund Regulation (ERDF)	Article 5 – Investment priorities	Investment priorities under T08, 9 and 10
Regulation (EU) No 223/2014 – Fund for European Aid to the Most Deprived (FEAD)	Article 4 – Scope of support	1. National schemes whereby food and/or basic material assistance, are distributed to the most deprived persons through partner organisations selected by Member States. 2. Activities contributing to the social inclusion of the most deprived persons. 3. The Fund shall promote, at Union level, mutual learning, networking and dissemination of good practices in the area of non-financial assistance to the most deprived persons.
Regulation (EU) No 1305/2013 – European Agricultural Fund for Rural Development (EAFRD)	Article 5 – Union priorities for rural development	6. Promoting social inclusion, poverty reduction and economic development in rural areas

REGULATION	ARTICLES	CONTENT
Regulation (EU) No 508/2014 – European Maritime and Fisheries Fund (EMFF)	Article 6 – Union priorities	4. Increasing employment and territorial cohesion by pursuing the following specific objective: the promotion of economic growth, social inclusion and job creation, and providing support to employability and labour mobility in coastal and inland communities which depend on fishing and aquaculture, including the diversification of activities within fisheries and into other sectors of maritime economy.
Regulation (EU) No 1299/2013 – on specific provisions for the support from the European Regional Development Fund to the European territorial cooperation goal	Article 7 – Investment priorities	In addition to the investment priorities set out in Article 5 of Regulation (EU) No1301/2013, the ERDF may also support other investment priorities within the thematic objectives indicated for each European territorial cooperation component as set out in article 7.

Asylum, Migration and Integration Funds (AMIF)

The AMIF is set up to promote the efficient management of migration flows and the implementation, strengthening and development of a common Union approach to asylum and migration. With respect to legal migration and integration, the AMIF promotes the effective integration of non-EU nationals⁶⁶.

REGULATION	ARTICLES	CONTENT
Regulation (EC) No 516/2014 – Asylum, Migration and Integration Fund	Article 3 - Objectives	2(b) To support legal migration to the Member States in accordance with their economic and social needs, such as labour market needs, while safeguarding the integrity of the immigration systems of Member States, and to promote the effective integration of third-country nationals.
	Article 9 – Integration measures	Support actions which take place in the framework of consistent strategies, taking into account the integration needs of third-country nationals at local and/or regional level.

⁶⁶ Regulation (EU) No 516/2014 of the European Parliament and of the Council of 16 April 2014 establishing the Asylum, Migration and Integration Fund, amending Council Decision 2008/381/EC and repealing Decisions No 573/2007/EC and No 575/2007/EC of the European Parliament and of the Council and Council Decision 2007/435/EC.

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