

Third edition

Handbook on Integration for policy-makers and practitioners

Directorate-General
Justice, Freedom and Security



European Commission

Handbook on Integration for policy-makers and practitioners

Third edition, April 2010



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This Handbook was written by Jan Niessen and Thomas Huddleston of MPG on behalf of the European Commission (Directorate General for Justice, Freedom and Security)

It can be downloaded from the European Commission's website at http://europa.eu/comm/justice_home/ and from the European Web Site on Integration at www.integration.eu

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Legend:

The Handbook has been structured for ease of reference with the use of boxes and the following symbols:



= Conclusion highlighting lessons learned



= Examples of good practice



= A website link to further information. Weblinks have been provided wherever possible. Please note these links were live at time of drafting but are subject to change.



Preface

Seven years ago, at the European Council in Thessaloniki, the Heads of State and Government called for more discussion on integration between Member States with a view to learning from one another. The European Commission, in cooperation with the National Contact Points on Integration, experts who meet together regularly, decided to draw up a handbook of good practice.

Today, we present this third edition of the handbook. It covers subjects of great importance: 'the mass media and integration', 'awareness-raising and migrant empowerment', 'dialogue platforms', 'acquisition of nationality and practice of active citizenship', 'immigrant youth, education and the labour market'. Almost 600 experts, from Governments and representing civil society, worked for over 18 months to exchange ideas on these crucial topics. The result is the vast range of inspiring, concrete examples contained in this edition of the handbook. But this handbook is not the only fruit of the experts' work. Seven years, three editions, fourteen technical seminars, the involvement of several hundred people: all this created a connected, well-functioning community of practitioners.

Challenges in this area persist, but the handbook takes us a step further in finding common solutions to meet them. In previous editions we dealt with introduction programmes, civic participation, indicators, mainstreaming, urban housing, economic integration and integration governance. With this third edition, almost all areas of relevance identified by the Common Basic Principles agreed by Member States back in 2004 have been covered.

This integration community is growing. A forum accessible to all was opened last year – the European Website on Integration. Hundreds of good practices have been added to keep inspiring us, often leading to new, excellent ideas and projects. Some of these are funded by the European Fund for Integration.

With this third edition and the launch of the website, we complete the first stage of the 2005 Common Agenda for Integration. The Treaty of Lisbon encourages us to establish measures providing incentives and support for the action of Member States to promote integration. With the impetus provided by the Stockholm Programme, Ministerial Conferences on Integration and debates of the European Integration Forum, we now enter a dynamic period of work towards a common goal – the well-being of all citizens in a diverse society. The European Commission remains fully committed to this process.

A handwritten signature in blue ink, reading 'Jonathan Faull'.

Jonathan Faull
Director General
DG Justice, Freedom and Security
European Commission



Introduction

The Handbook on Integration contains 'lessons learned' and good practices drawn from the experience of policy-makers and practitioners across Europe. By collecting and presenting concrete examples from different areas of immigrant integration, the Handbook feeds into a larger policy process in the field of integration in the European Union (EU), notably the development of the European framework on integration.

As with previous versions of the Handbook, the third version covers a mixture of 'substantive' and 'methodological' topics. It covers three thematic subjects and three governance approaches. Chapters on the role of the media, the acquisition of nationality and the practice of active citizenship, and the experiences of immigrant youth in the education system and labour market present practices and lessons learned in these specific areas. Chapters on European exchange of information and good practice, awareness-raising and empowerment, and dialogue platforms examine the structures and mechanisms used for implementing successful integration strategies across all policy fields. The third edition is based on a series of technical seminars hosted by the ministries responsible for integration in Vienna (November 2007), Paris (November 2007), Athens (March 2008), Dublin (May 2008), Lisbon (November 2008) and Tallinn (February 2009).

A thriving Europe aims to secure the long-term well-being of all the residents of its diverse societies. Different groups of immigrants will continue to arrive and settle in European societies that are themselves in transformation under the influence of socio-economic and demographic changes.

Integration policies aim to bring about, over time, a convergence of societal outcomes for all. This requires the active involvement of all citizens and residents; those with and without an immigrant background. They can contribute to the social, economic, cultural and civic life of society by using their skills and competencies.

Individuals develop a capacity for lifelong learning and are empowered as agents of change for integrating societies. Comparable rights and responsibilities make participation possible, as does the opening up of mainstream institutions.

Residents with a migration background may encounter difficulties related to their origins, settlement conditions or discrimination. Residents without a migration background may encounter difficulties in living with their new fellow residents, adjusting to the increased diversity around them and negotiating new concepts of citizenship and participation.

New arrangements of active citizenship are negotiated by removing obstacles and by building on facilitators of societal integration. Public authorities, civil society and the private sector help themselves and the integration process by becoming 'learning organisations.' They acquire intercultural knowledge and are proactive in addressing the changing needs, social dynamics and well-being of their increasingly diverse population.

Chapter One differs from the other chapters as it presents how the exchange of information and good practice currently works through the targeted European cooperation on integration. The few practice examples concern EU-level activities, instead of national practices. The chapter refers to the setting of legal standards and reporting on their implementation. It also refers to the setting of policy priorities at European level and briefly describes major elements of the Common Agenda for Integration such as the European Website on Integration and the European Integration Forum. In particular, it describes the Handbook exercise, including the three series of technical seminars, which led to three handbook editions for policy-makers and practitioners.

Chapter Two's thematic focus is the role of the mass media in immigrant integration. In liberal democracies that guarantee the freedom of the press, the media's role is to provide information, education, and entertainment. The media functions as a platform for open and honest communication about the positive and negative sides of social realities, including migration. It possesses powerful instruments for influencing attitudes in society and providing information for everyone in society, including immigrants. Media organisations are learning to capture the needs of an increasingly diverse audience, remove obstacles and open opportunities in their profession and organisations for people with an immigrant background. Media professionals, governments, politicians, the public, organised civil society and private companies all have a role to play. This chapter outlines strategies for developing the competencies of integration stakeholders in the world of the media.

Chapter Three links together public awareness-raising and migrant empowerment as two complementary approaches. Both contribute to the idea that societal integration works as a two-way process of mutual accommodation between immigrants and the general public. Through awareness-raising, policy-makers and practitioners increase the general public's knowledge on integration issues and sensitivity to the well-being of all their fellow residents. Awareness contributes to empowerment, as specific groups concerned develop more informed opinions on diversity and are empowered to more actively participate in changing opinions. Empowerment helps immigrants help themselves. It builds on immigrants' knowledge of their own needs and increases their resources and capacities in those areas. This enables immigrants and immigrant organisations to make more informed choices and commit to take greater action to change the integration situation. Empowerment contributes to awareness as projects begin to recognise and build on immigrants' unique skills as awareness-raisers. These two concepts bring about



frequent interaction among all residents as volunteers, through access to mainstream institutions and new organisation partnerships, and as citizens, through participation in integration policy-making and new forms of local and civic citizenship.

Chapter Four presents dialogue platforms as one tool for negotiating integration. They promote long-term mutual understanding and trust and can prevent and solve conflicts among and between immigrants, residents, citizens of immigrant and non-immigrant background, and between these diverse groups and the government. It outlines each step in the process of setting up and running ad-hoc and more permanent dialogue platforms. It considers what practical obstacles practitioners often need to overcome and what facilitator roles can be built in for a leading public authority or civil society organisation. A successful platform gets an open and respectful exchange of views going and, when done well, helps participants recognise common ground for cooperation to address the needs of their community. Picking up where the dialogue platform leaves off, follow-up activities can have the effect of creating new networks between people and organisations on the ground, giving them a shared sense of identity and interest in the well-being of their neighbours.

Chapter Five examines the acquisition of nationality from a citizen-centred approach to integration. Immigrants who see their future in a country have an interest in living there with equal rights, responsibilities and opportunities to participate. EU Member States becoming countries of immigration have an interest in full socio-economic and political inclusion by raising the naturalisation rate of settled first generation residents and by securing the acquisition of nationality for their children born in the country. Certain obstacles in conventional nationality law that are found to unintentionally exclude or discourage today's applicants are recognised and removed. The elements of the administrative procedure that are most likely to delay or upset the process are reduced. This leads to greater efficiency in implementation and greater service satisfaction among citizens-to-be. One component in the facilitation of procedures that has received higher priority in several Member States is raising participation and interest among the general public. After the acquisition of nationality, encouraging active citizenship among new and old citizens allows them to shape the shared future of a diverse society. Active citizenship links the multiple identities of its members together and enables them to fully contribute to the economic, social, cultural, civic and political life of the country.

Chapter Six goes through the various strategies to raise the educational attainment and labour market outcomes of immigrant youth. Practitioners learn how biases in the school system or individual socio-economic factors and language knowledge can have a significant impact on the opportunities and challenges that those with a migration background face at each stage of their education, from infancy to young adulthood. Measures can build the capacities of young immigrants themselves and that of mainstream institutions responsible for meeting the learning needs of all students,

immigrant and native alike. Combined with robust intercultural education, this approach fosters new and greater forms of participation in increasingly diverse schools and their communities. Enhancing the quality and effectiveness of education and training and making them accessible to immigrants creates more and better career opportunities, which enhance a country's economic competitiveness and social cohesion.



Chapter 1

European exchange of information and good practice



Immigration and integration has grown from an issue of interest to a few specialised stakeholders to one at the top of the agenda of many more and different types of organisations. National and sub-national policies in many areas of integration are increasingly influenced by decisions taken at the EU level. The making of EU policies can be a lengthy and complicated exercise, with different levels of involvement of national governments, civil society and EU institutions. The European Commission plays a pivotal role, often as initiator and as coordinator. To understand their own situation, policy-makers and practitioners at the local, regional and national level must know how policies are shaped at European level and be able to take part in European cooperation mechanisms.

The first part of this chapter briefly presents how targeted European cooperation on integration currently works. Standards in European Community law are set in areas that greatly impact on the integration of immigrants. Legal cooperation on integration is developing along with new political commitments and technical cooperation. Within a framework coordinated by the European Commission, a structured exchange of information between the National Contact Points on Integration and the Commission feeds into the meetings of the ministers responsible for integration. Their conclusions set the priorities for new areas of European cooperation to be implemented and funded through projects of a diverse set of stakeholders and local, regional and national authorities across Europe.

It is beyond the scope of this chapter to go into the broader context of mainstreaming integration at EU level, which was addressed in the European Commission's 2005 Communication on the Common Agenda for Integration. For instance, other areas of European cooperation have taken up the integration of various categories of immigrants, including refugees, in terms of culture, education, employment, entrepreneurship, equal opportunities, health, multilingualism, public opinion, research, social inclusion and urban policy. In addition, the work of two EU independent agencies is relevant to immigrant integration: the EU's Agency for Fundamental Rights (FRA), based in Vienna and built on the former European Monitoring Centre on Racism and Xenophobia (EUMC), and the European Foundation for the Improvement of Living and Working Conditions (EUROFOUND), based in Dublin.

The second part of this chapter describes the three series of technical seminars that produced the three editions of the European Handbook on Integration for policy-makers and practitioners. By collecting and presenting concrete examples from different areas of immigrant integration, the handbook feeds into the larger process of the development of the European framework on integration.

1.1 Targeted European cooperation on integration

Over the past decade, the national governments of EU Member States have made commitments to increase the EU institutions' competence and work programmes on the integration of legally-resident third-country nationals.

Standard-setting

The EU's legal competence in the areas of freedom, security and justice was increased under the 1997 Treaty of Amsterdam. When it came into force in 1999, the Member States agreed, under the Tampere European Council Conclusions, that the aim of more vigorous integration policies would be to ensure the fair treatment of immigrants from outside the EU who are legally living in an EU country. States would guarantee for these third-country nationals rights and responsibilities that are as near as possible to those of EU citizens. They would furthermore be offered the opportunity to obtain the country's nationality.

Community legislation has been enacted that produced European standards in certain areas impacting on integration.

Two pieces of legislation have been adopted which impact on the integration of immigrants, namely:

Directive 2003/86/EC of 22 September 2003 on the right to family reunification

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32003L0086:EN:NOT>

Directive 2003/109/EC of 25 November 2003 concerning the status of third-country nationals who are long-term residents

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32003L0109:en:NOT>

On behalf of the European Commission, the Odysseus Network of Academic Experts undertook studies on the implementation of these Directives. The reports are made public at:

www.ulb.ac.be/assoc/odysseus/index2.html

Furthermore, two pieces of anti-discrimination law have been adopted, namely:

Directive 2000/43/EC of 29 June 2000 (the Racial Equality Directive)

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32000L0043:en:HTML>



Directive 2000/78/EC of 27 November 2000 (the Employment Equality Directive)

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32000L0078:EN:HTML>

The European Commission's Network of Independent Legal Experts in the Anti-discrimination field provides advice and assistance to the Commission and the Member States on the transposition and implementation of these two legal instruments.



<http://ec.europa.eu/social/main.jsp?catId=615&langId=en>

Priority-setting

Political commitments have also been set by national governments, who use European cooperation to agree on common priorities for action. The Member States adopted, under the 2004 Council conclusions, the Common Basic Principles for Immigrant Integration Policy. They are reproduced in Annex 1.

The Common Basic Principles aim to:

- Assist Member States in formulating integration policies by offering them a simple, non-binding guide, with which they can judge and assess their own efforts;
- Serve as a basis for Member States to explore how EU, national, regional, and local authorities can interact in the development and implementation of integration policies;
- Assist the Council to reflect upon and, over time, agree on EU-level mechanisms and policies needed to support national and local-level integration policy efforts.

New political commitments and priorities for European cooperation are made at every European conference of the ministers responsible for integration. Three have been held in Groningen (2004), Potsdam (2007), and Vichy (2008), with the next to take place under the Spanish Presidency in 2010.

Technical cooperation

Technical cooperation on integration was established under the 'Hague Programme,' the five-year work programme agreed by the EU Member States for closer cooperation to strengthen the development of a common area of freedom, security and justice. New impetus will be given to this area in the 'Stockholm Programme' for 2010 to 2014.

The Commission's 2005 Communication, 'A Common Agenda for Integration' provided the Commission's first response to establish a coherent European framework. The provision of EU cooperation mechanisms for stakeholders to share experience and

information across countries would encourage Member States to put the Common Basic Principles into practice and strengthen their integration efforts. The mechanisms listed in this section are the cornerstones of this framework.

In 2002, the National Contact Points on Integration (NCPIs) were brought together as an EU-level intergovernmental network for the exchange of information among representatives of the national ministries responsible for integration and the European Commission. The network works to operationalise and enhance the implementation of technical cooperation, define common objectives, set targets or benchmarks, and strengthen coordination between national and EU policies.

The Commission structured the exchange of information and produced several comparative publications on integration policies and practices across the EU. Its three Annual Reports on Migration and Integration in Europe contained information largely provided by the NCPIs on immigration policies and statistics and on the implementation of the Common Basic Principles on integration. The Handbooks on Integration for policy-makers and practitioners were the main drivers of the exchange of information and practices facilitated by the NCPIs.

The European Website on Integration takes this structured exchange of information to a higher level. The website is for all stakeholders and provides a public “gateway” for sharing information and practices from across all Member States and covers all dimensions of integration. It aims to foster integration policies and practices by sharing successful strategies and supporting cooperation among governments and civil society organisations across the EU. It is open to everyone and enables visitors to share good practices, to discover funding opportunities and look for project partners, to stay updated on the latest developments at EU, national and local level, and to stay in touch with members of the EU integration community. By acting as a bridge between integration practitioners and policy-makers, the European Web Site on Integration is providing ‘Integration at your fingertips’ with high-quality content from across Europe, and fostering the community of integration practitioners.

All of the following can be found on the website (www.integration.eu):

- A collection of innovative “good practices” on integration, presented in a clear and comparable way: The practices are drawn from European and national projects, local authorities and civil society organisations. They are collected by using a common template, so they can be easily compared;
- Developments at EU level, such as new EC directives, Council conclusions, Commission Communications;
- Country information sheets, with the latest information concerning legislation and policy programmes;
- Tools such as the ‘find-a-project-partner-tool’, which supports networking and





the development of common projects. This ranges from basic information about organisations working in the area of integration and a listing of people registered with the Site who wish to have their details shared;

- Information on funding opportunities: up-to-date information is an important requirement for potential Site users. The Web Site brings together information about the variety of European Commission funding opportunities available to practitioners, and promotes funding programmes run by Member States and private foundations;
- A vast documentation library containing reports, policy papers, legislation and impact assessments;
- Forums for discussion: The moderated online forum provides digests of posts so subscribers can scan what has been added and quickly decide whether to respond;
- Regularly updated news and events: A regular email bulletin draws attention to useful background material and case studies pertinent to current events;
- A repository of links to external websites.

The website was launched by the European Commission at the first meeting of the European Integration Forum in April 2009. The development of the Forum is undertaken in cooperation with the European Economic and Social Committee, which has drawn up an exploratory opinion on the role of civil society in promoting integration policies.

The Forum provides a consultation mechanism between civil society and the European Commission. The EU Common Agenda affirmed that a comprehensive approach to integration policy requires greater EU-level involvement of stakeholders from all levels of governance. The Forum represents one instrument to engage the actors of civil society in this process.

A similar process at the city level, *Integrating Cities*, has brought together the European Commission and Eurocities, the network of major European cities. The series of annual conferences bridge the many level of governance and bring forward new ideas for the practical implementation of the Common Basic Principles.



www.inticities.eu/

The European Integration Forum will provide a voice for representatives of civil society on integration issues, in particular relating to the EU agenda on integration, and for the Commission to take a pro-active role in such discussions. The Forum will provide an added value as a complementary source of information, consultation, exchange of expertise and in drawing up recommendations. The Common Basic Principles on Integration will be the guide for the Forum's activities.

"European modules" have been agreed by the Member States at the Potsdam and Vichy ministerial conferences as one new means to further develop the exchange of information and good practice. Modules for topical integration issues are intended as practical instruments to assist policy-makers and practitioners. The outputs could involve standards, benchmarks, peer reviews and other tools at their disposal and useful practical indications for successful implementation. They are a way to bring forward and elaborate on the work already undertaken in the various forms of European cooperation on integration, including the three editions of the Handbook.

One of the key priorities for future cooperation on integration policy is the development of evaluation and benchmarking tools. Policy-makers can ensure that their integration policies are based on practice and evidence by conducting impact assessments, undertaking self-assessments and peer reviews, and collecting public and hard-to-reach migrant opinion. Indicators may be used for that purpose.

Common Basic Principle 11 calls for the development "of indicators and evaluation mechanisms to adjust policy, evaluate progress and make the exchange of information more effective." This Common Basic Principle expresses the need for tools and yardsticks to enhance government's capacity to evaluate the relevance, efficiency, effectiveness, sustainability, and impact of policies and practices. Increasing calls at EU level for indicator-based evaluations have been linked to new funding opportunities for comparative indicators and evaluation frameworks. Over the past fifteen years, the European Commission has supported half a dozen research projects on the various indicator types as well as feasibility studies on the development of a common EU benchmarking framework.



Targeted financial instruments

Integration-related priorities have been reflected in several mainstream financial programmes, such as the European Social Fund, as well as in the areas of urban development, education and culture. As for targeted integration policies for legally-resident third-country nationals, the first round of funding centred around the transnational actions of the INTI programme (18 million Euros spent on 64 projects from 2003 to 2006). These projects contributed to the development of technical cooperation by promoting dialogue with civil society, evaluating practices and setting up networks at EU level. Since 2007, the European Fund for the Integration of third-country nationals (825 million Euros for 2007-2013) finances Member States' annual programmes (93% of the total budget) as well as Community actions (7%).

The general objective of the Integration Fund is to support the efforts made by Member States in enabling third-country nationals to fulfil the conditions of residence and to facilitate their integration into European societies. To this end, the Integration Fund contributes to the development and implementation of national integration strategies in all aspects of society, in particular taking into account the principle that integration is a two-way dynamic process of mutual accommodation by both immigrants and citizens of Member States.

According to Article 3 of the Decision, the Integration Fund shall contribute to the following specific objectives:

- Facilitation of the development and implementation of admission procedures relevant to, and supportive of, the integration process of third-country nationals;
- Development and implementation of the integration process of newly-arrived third-country nationals in Member States;
- Increasing of the capacity of Member States to develop, implement, monitor and evaluate policies and measures for the integration of third-country nationals;
- Exchange of information, best practices and cooperation in and between Member States in developing, implementing, monitoring and evaluating policies and measures for the integration of third-country nationals.

1.2 The Handbook in focus

The idea of a European Handbook on Integration emerged after the Thessaloniki European Council in June 2003. There, the Heads of State and Government stressed the importance of developing cooperation and exchange of information within the newly established NCPI network with a view to learning from each other. To respond to this call, the Handbook was prepared to drive and structure this exchange. The Handbook exercise was intended to be an ongoing, inclusive process, a living instrument which would not only improve over time on a step-by-step basis, but also contain updates on new developments, solutions and evaluation results.

The intention is that policy-makers and practitioners draw on Handbook practices and conclusions when developing and promoting priorities or initiatives. Generally speaking, policy-makers formulate overall integration goals at their level of governance, make resources available, monitor implementation and evaluate outcomes. Practitioners translate goals into concrete programmes, set targets and undertake activities to reach them. It is beyond the scope of the Handbook exercise to cover the formation of overall integration law and policy. Nor is it intended to describe specific programmes in great detail. Rather, each chapter of the three Handbook editions revolves around practice-based “critical success factors,” a non-exhaustive catalogue of good practice from a range of countries across the EU that meet one or more of those factors, and a set of conclusions. The fact that a particular country is mentioned in relation to specific activities does not preclude that similar practices can be found in others across the EU. The Annexes to the Handbook explain how policies can be translated into projects and vice-versa as well as how policy-makers and practitioners can engage in mutual learning in order to improve their integration performance.

The Handbook’s chapters are based on the outcomes of fourteen technical seminars, hosted by national authorities. Each hosting Member State proposed a technical seminar on an issue of integration policy or governance and then, together with the European Commission and the NCPIs, chose the workshop topics and speakers from across the EU.

The first edition had three topics, reflecting priorities identified in the European Commission’s 2003 Communication on Immigration, Integration and Employment. Seminars in Copenhagen (February 2004), Lisbon (April 2004) and London (June 2004) led to three chapters:

- Introduction of newly-arrived immigrants and recognised refugees;
- Civic participation;
- Indicators.



The second edition began to address topics from the Common Basic Principles and the EU Common Agenda. Five seminars in Tallinn (May 2005), Rome (July 2005), Dublin (October 2005), Berlin (December 2005) and Madrid (April 2006) led to four chapters:

- Mainstreaming immigrant integration;
- Housing in an urban environment;
- Economic integration;
- Integration governance.

This third and current edition continues to provide a mix of substantive and methodological topics for exchange. Six seminars in Vienna (November 2007), Paris (November 2007), Athens (March 2008), Dublin (May 2008), Lisbon (November 2008), and Tallinn (February 2009) led to the following chapters:

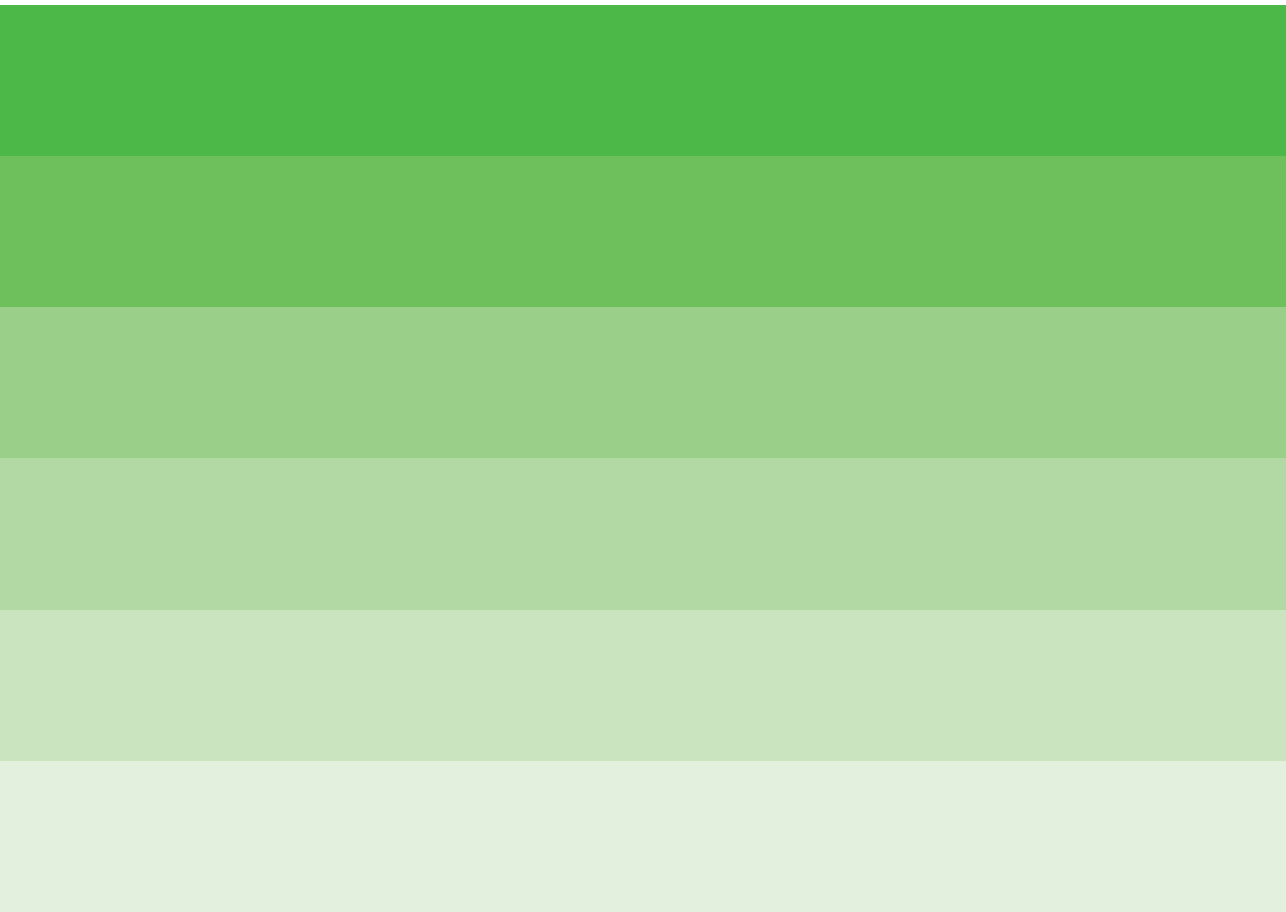
- European exchange of information and good practice;
- Mass media and integration;
- Awareness-raising and migrant empowerment;
- Dialogue platforms;
- Acquisition of nationality and the practice of active citizenship;
- Immigrant youth, education and the labour market.

For each seminar, the NCPIs were invited to select a three-person delegation representing their country's diverse experience and expertise on the topic (i.e. regional/local authorities, academics, experts, non-governmental stakeholders). Participants from all EU Member States, as well as non-EU countries including Australia, Canada, Norway, Switzerland and the USA, participated in these seminars. Approximately one hundred participants, from all corners of the EU, and from various levels inside and outside government, contributed to each seminar. All can be considered as the "authors" of the Handbook, since their written and oral contributions serve as important sources of the knowledge and examples presented in the chapters.

The Commission, the NCPIs and the independent consultant, the Migration Policy Group (MPG), can be seen as "editors" preparing a conceptual framework, taking stock of the information gathered at each seminar, designing an evaluation framework for selecting practices, and conducting additional desk research. The independent consultant wrote a series of issue papers to prepare each seminar and frame the discussions, as well as the concluding document for the seminars. These documents were then discussed by the NCPIs. All these elements make up the basic building blocks of the Handbook.

The first edition was presented at the Ministerial Conference on Integration held in Groningen on 9-11 November 2004 under the Dutch Presidency. The second was an important part of the Informal Meeting of EU Integration Ministers held in Potsdam on 10-11 May 2007 under the German Presidency. Through Council Conclusions the EU Member States have repeatedly invited the NCPIs and the Commission to continue developing the Handbook, and expand and adapt its dissemination to its intended audience. For this reason a decision was taken to translate the handbook into the Union's official languages. All three editions are available at www.integration.eu.





Chapter 2

Mass media and integration



In liberal democracies that guarantee the freedom of the press, the media's role is to provide information, education, and entertainment. It functions as a platform for open and honest communication about the positive and negative sides of social realities, including migration. It is a powerful medium for influencing attitudes in society and providing public information for the immigrant community and the rest of society. European societies are becoming increasingly culturally and linguistically diverse as a result of immigration, but this change is not always accurately reflected in the media, neither in the portrayal and representation of immigrants in the media, nor in terms of the composition of media professionals.

Initiatives to create and maintain a media that better serves and reflects the cultural diversity of European societies will, not only promote equality, but also help to facilitate integration and support community cohesion. Media organisations and professionals such as self-regulators, governments, politicians, the public, organised civil society and private companies all have a role to play. This chapter outlines strategies for developing the competencies of integration stakeholders.

2.1 Challenges and opportunities in the media environment

Globalisation

Globalisation and technological advancements have changed the nature of media itself. People have access to news, information and entertainment programmes produced in countries around the globe, as well as those produced nationally, regionally and locally. People access information through a wide range of mediums – television, newspapers, magazines, radio and the internet. The increased choice in media partly explains the development of parallel media spaces where immigrants in Europe are able to watch satellite television, listen to radio broadcasts and view internet news sites and discussion forums from their country or region of origin, or from ethnic media organisations in Europe. Immigrants often find information from their home countries and regions more reliable and trustworthy than the host country media. This may cause intercultural miscommunications in society, which could in turn impede integration.

Competition

Globalisation, coupled with technological advancements, mean that media organisations are faced with increasing competition. To survive in a competitive market, media organisations need to ensure that their products are tailored to the needs and wants of their consumers. This is increasingly the case for public broadcasters as well as private media enterprises. In this sense, competition presents an opportunity and a challenge for integration.

A combination of technological change and industry turmoil has led to more precarious employment, and less investment in editorial content and training, which affect journalistic standards and quality. Time and budgetary restraints make it more difficult for media professionals to conduct background research and double check information. In addition, many news providers rely on the old adage 'bad news sells' which encourages sensationalist stories and scaremongering about immigration. As a result, programmes and articles tend to give the voice of immigrants lesser prominence and credibility; show immigrants in stereotypical roles; rarely include immigrants as news actors in media coverage that is not immigrant-related; and rely on episodic framing (single events) rather than thematic framing which provides the context and description necessary to enhance understanding and empathy about immigrant issues.

The flip side of this coin is that immigrants and their descendents are a growing consumer group in Europe. Immigrants represent a potential increase in audience size and distribution to media organisations. Media organisations need to ensure their products cater to an increasingly culturally-diverse market if they wish to remain viable. If mainstream media fails to cater effectively to the needs and wants of immigrants, then ethnic media will become more prominent, as will the use of satellite television, radio broadcasts, internet news sites and discussion forums from countries and regions of origin.

Media's reflection of society

The media impacts on the public perception of immigrants. It also, however, reflects the views and attitudes that are prevalent in society – some tolerant, some intolerant, others openly hostile and some indifferent. Likewise, the media's approach towards migration and integration issues ranges from sympathy to active advocacy; and from casual and unintentional bias to xenophobia by design. Media organisations can be encouraged to provide an accurate and fair portrayal of immigrants in the media. The media cannot, however, be expected to promote an integration agenda unless it is in their interest to do so.



Regulation of the media

Debates about the media and integration touch on fundamental rights and freedoms. Freedom of expression is a fundamental right of any functioning democracy and should not be compromised. This right, which is enshrined in Article 10 of the European Convention of Human Rights and in Constitutions of many states, allows controversial ideas and discussions to be put forward in the media, including those that portray immigrants in a negative way and which may impede integration. It is also, however, the role of any functioning democracy to protect people from racist and xenophobic discourse that incites hatred. The challenge European societies are faced with is protecting people from hate speech whilst simultaneously protecting the right to freedom of expression.

Self-regulation of the media, particularly of the press media does exist, but is frequently criticised for not being effective enough in curbing inaccurate and sensationalist reporting and protecting immigrants from discrimination. In comparison to the print media, public broadcasting is more regulated in some countries and can involve quotas on multicultural content and the implementation of positive action measures. There are limits to regulating the broadcasting industry in Europe due to the different levels of diversity, different concentrations of the immigrant population within the country, and the position migration holds on the political agenda.

The media generally believe that existing regulation impinges on press freedom and independent journalism. Conversely, more regulation is often considered by governments and civil society organisations to be the panacea. Many experts are of the opinion that the regulatory framework required to achieve a fair and balanced portrayal of immigrants in the media is largely in place and that the problems do not lie with a lack of laws, codes and guidelines, but in their deficient implementation.

Understanding media actors

Many people view 'the Media' as a singular entity. Such simplification is both incorrect and unhelpful. The media environment is incredibly diverse, spanning different levels (global, national, regional, local), formats (TV, radio, print, and internet), ownership and audiences.

The media constitutes a universe in itself and it can be difficult for integration actors to find their way in a conglomerate of media organisations, each with their own mission and interests. Integration actors who wish to influence the media should understand the structures and mechanisms under which the media and media professionals have to work and this can be achieved by mapping the media environment, whether at the local, regional, national or European level.

The media industry is highly complicated, because there are many players and actors which are depending, influencing and cooperating with each other. Stakeholders include

legislators, media owners, media management companies, production companies, facility companies, advertising companies, audience research and rating institutes, pollsters, recruitment agencies, training institutes, consumer organisations, minority organisations, workers unions, teachers unions, religious organisations, political parties, pressure groups, journalists, human resource managers, programme makers and opinion leaders.

Actors who wish to map the media environment need to consider four main areas:

Media organisations which produce and broadcast

Integration actors who wish to make the media more diverse or attempt to balance the portrayal of immigrants need firstly to determine which kind of media organisation is most appropriate for them to work with. Is it local, regional, national or global and is it public or commercial? How and where does it broadcast, what are its aims and objectives, what are the particularities of this media organisation and how does it related to other organisations? They then need to understand what environment the media company is operating in and which stakeholders are involved, for instance: who owns the company; what are the company policies (commercial, journalistic, programming, personnel, diversity policies, sponsor and PR policies and political alliances); and what facilitators produce and broadcast their programmes? It is also important to develop an understanding of the role of the broad range of media professions and organisational departments.

Legislation and controlling bodies that determine the way the media can operate.

To balance public portrayals and fight racism in the media, it is important to have knowledge of the types of press complaints mechanisms that exist in the media, journalism unions and within anti-racism legislation. If dealing with a controlling body, it is necessary first to identify the status of the institute. Is the media accountable to a governmental institute by law or to an institute based on self-regulation by the media themselves? When and what are the media required to report on? Are these reports open to the public? What are the responsibilities of the controlling body if the media do not abide by the requirements?

The media users

The media user's passive role as an audience member is expanding to become more interactive. Media users increasingly participate in programmes, develop their own websites and act as informal controllers of the media, for example through ratings and complaints. Integration actors wishing to influence the media can capitalise on the growing influence of the media user. This can be achieved by encouraging them to make greater use of complaints structures, to create their own media platforms, to participate in interactive media discussions and by promoting media education in schools to improve media literacy.



Labour Market

Integration actors who wish to make the labour force in the media industry more diverse in the short and longer term should identify the stakeholders and possible 'change agents' responsible for general labour market issues like vocational training, career orientation, job coaching and employment policies. These include workers unions, employer's associations, vocational training institutes and national media career advice centres, who determine the environment in which new media professionals can enter the media industry and encourage employers to train their employees in new intercultural competencies and skills.

More detailed advice on mapping the media environment can be found in the paper *Thinking forward: Making the Media more Diverse and the Role of "Change Agents:"*



www.eumap.org/advocacy/advoc_eumap/media/TV_followup/index

See also *"Media4Diversity: taking the pulse of diversity in the media:"*



<http://ec.europa.eu/social/main.jsp?langId=nl&catId=423&newsId=512&furtherNews=yes>

Mapping the media environment can be a time-intensive task. Due to resource constraints, many integration actors may find it is not possible to conduct a mapping exercise. It would, therefore, be valuable to develop an awareness of organisations who have mapped different media environments so that these organisations can act as a resource for others.

Once the mapping process is complete, actors will be in a much better position to understand why, how and if particular media organisations would be interested in partnerships. The interests between integration actors and media organisations may be shared, overlapping or conflicting. The mapping process helps actors understand how to pitch their message at the right level and to the right person.



Taking the time to map the media environment—in terms of the main actors, legislative framework, users, and labour market—helps integration actors to understand why, how, and which media organisations are interested in working together towards a more accurate and balanced portrayal of immigrants and a more ethnically diverse workforce.

2.2 Developing an effective media strategy

For many integration actors, the media can be either an idle ally or an enemy. Integration actors should give consideration to developing a media strategy, aligning it to the mission of media organisation(s), framing their message and developing strategic alliances.

A media strategy is likely to be more effective if the actor has mapped the media environment and identified and analysed the stakeholders. Consideration should also be given to developing a pro-active longer term media strategy since media coverage is at its most effective in changing attitudes when it is sustained.

How to communicate: Strategic communication on migration and integration, published by a King Baudouin Foundation, Belgium, provides practical advice for civil society organisations wishing to better engage with the media.

[www.kbs-frb.be/uploadedfiles/KBS-FRB/05\)_Pictures,_documents_and_external_sites/09\)_Publications/PUB_1624_How_to_Communicate.pdf](http://www.kbs-frb.be/uploadedfiles/KBS-FRB/05)_Pictures,_documents_and_external_sites/09)_Publications/PUB_1624_How_to_Communicate.pdf)



Integration actors should consider how their agenda fits with the mission of the media organisation and its departments and align their media strategy accordingly. Examples of strategies which support the mission of the media organisation are:

- Providing journalists with consistent and reliable information. Journalists are under increasing pressures and have much less time to research stories. A well-written press release is invaluable in gaining media coverage and user-friendly factual publications (with good executive summaries) can provide journalists with the necessary contextual information;
- Ensuring their own website has up-to-date relevant information and is user-friendly so that journalists can easily access information, press releases and publications;
- Building a diversity database to help journalists find spokespersons, experts and individual immigrants to provide stories of their own experience.

Integration actors can generate more presence in their local media environment by including public relations in their strategic planning, and aligning their approach to meet the overall missions and quality standards of media organisations.



Integration actors need to establish clear aims and objectives for their media strategy, identify their intended audience and tailor their message accordingly. The different parts of government often send mixed messages about immigration and its desirability. Governments and other stakeholders can correct mixed messages and misperceptions of immigrants by using the media as a vehicle to educate the public about immigration and integration issues and can also finance independent research into the role and contribution of immigrants in the host society and use the media to disseminate the findings.



Actors need to think about how to sensitise the public to immigration issues. For example, they can focus on similar values and the human interest angle through the use of personal stories and case studies. They can encourage media actors to avoid definitive statements that provoke a divided reaction. Consideration must also be given to the media style of the target media organisation. For example, tabloid press are more likely to pick up emotive stories, so using personal accounts of immigrants may be more effective, whereas broadsheet papers may look for quantitative data and contextual information.

Examples of strategies which ensure the message is communicated effectively are:

- Training specialised spokespersons who can legitimately speak on behalf of immigrant communities and can explain and promote issues in a way which is media-friendly;
- Broadening their support. Many civil society organisations fall into the trap of catering to their existing supporters, rather than widening their appeal to the majority of the public;
- Using the local press. The local press is highly influential due to the significant readership of the weekly community newspapers and the fact that integration is experienced by people at the local, not national, level. Often stories that are run in the local press are picked up by the national media;
- Cultivating productive working relationships with editors and journalists, not just those that are supportive of immigration issues, but also those who are not;
- Educating the public to be more critical of media output by explaining the influence of cultural and social backgrounds in both presentation and interpretation;
- Monitoring media output and discussing findings with media organisations, journalists and editors, and making use of complaints bodies (ombudsmen, equality bodies, press councils) where appropriate.



Integration actors should look within their local context and past experiences for ideas on how to aim and frame their message for a specific intended audience.

The Central Office of Information (UK) produced a publication in 2004 which explores the social, cultural and attitudinal factors that impact on the communications needs of ethnic minority communities, and provides strategic and creative guidance on communicating with ethnic minority communities.



www.coi.gov.uk/documents/common-good-bme-exec-summ.pdf

The media environment is simply too big and too diverse for one integration actor to change. Integration actors should consider collaborating with other stakeholders to deliver a consistent and strong message at the local, regional, national, or EU level.

Civil society organisations can develop relationships with government officials to harmonise messages, or where the messages are conflicting, to ensure the viewpoints of civil society have been taken into consideration by government, and that the civil society response is cognisant of the government's concerns.

Integration actors can link existing initiatives and stakeholders and facilitate and support community media initiatives. Collaborations between government, academic institutions and research institutes can help to develop a baseline of research and data to inform immigration debates through the media.

Strategic alliances between civil society, government, research institutes, and media professional's organisations can help attain impact in a domain as broad and diverse as the media.



The MIGRACE project conducted by People in Need (Clovek v tisni), an NGO affiliated with Czech Television, countered stereotyping by publicising migration issues in the mass media (TV, radio, newspapers, journals, magazines, and cultural and educational programmes) and by informing the Czech public about the challenges and opportunities offered by migration.

www.diskriminace.info/dp-migrace/program_migrace.phtml

The Leicester Mercury, a UK local newspaper, is a partner of Leicester's Multicultural Advisory Group involving leading municipal, community, faith, volunteer, and academic figures. The paper's editor engages in regular dialogue to achieve a greater understanding between the media and community groups. The partnership has led to more informed reporting and editorial decision, a new daily column written by different local people, and improved outreach with readers in harder-to-reach immigrant groups.

http://83.137.212.42/sitearchive/cre/about/sci/casestudy5_leicester.html

The Forum on Migration and Communications, led by the Dublin Institute of Technology, brings together immigrant and non-immigrant media producers, NGO service providers/ community activists and social and policy researchers to amplify immigrant voices and perspectives previously absent, sensationalised or marginalised in dominant media representations through a series of media-led projects that highlight personal and collective stories about family reunification and undocumented migration.

www.fomacs.org





The government of the Austrian province of Tyrol has collaborated with the media to implement its integration agenda. Focused reporting by mainstream journalists and journalists of immigrant background provide the public with insight into the daily life and contributions of immigrants to the host society. Themes include the role and contribution of immigrants in the labour market; the family life of those who are embracing two cultures; involvement in sports and entertainment; and the social situation of different types of immigrants, e.g. asylum seekers, refugees, permanent residents, temporary workers/seasonal workers, students, etc.



www.tirol.gv.at/themen/gesellschaft-und-soziales/integration

Developing the intercultural competencies of media organisations

Media professionals need to develop intercultural competence to work effectively in a diverse environment and can lead to improvements in accuracy, impartiality and fairness. The intercultural competencies for journalists have been identified at the sixth EquaMedia Transnational Meeting held in Rome in 2004 as:

- Knowledge: Know who the main actors in society are, their role in society and their background (religion, cultural habits and history);
- Skills and experiences: In addition to intercultural communication skills, to be able to find and develop sources; make a journalistic product on a multicultural subject; and set up an intercultural network;
- Attitude: To be open-minded, inquisitive (going directly to the source rather than the spokesperson for the community), and be willing to give greater control to the people being interviewed.

The acquisition of intercultural competence can be incorporated into the curriculum of media schools. As many people enter into the profession without formal qualifications in journalism or media studies, intercultural training can also be incorporated into professional development courses and on-the-job training offered by media organisations, professional bodies and unions. Ongoing training in intercultural competencies is vital as both the composition of society and the immigration debates within society are changeable. Training initiatives should be targeted towards editors, journalists, teaching staff and self-regulatory bodies. Integration actors can provide assistance to media and journalism schools in the development of courses on immigration and cultural diversity.



Providing materials, trainings, and dialogue platforms on intercultural competence is one highly practical way to work directly with media professionals during their studies and all throughout their professional development. The first step is securing commitment from media educators and administrators.

The Society of Editors and the Media Trust (UK) has developed the guide *Reporting Diversity* to assist journalists in reporting fairly on immigrant issues. It provides a snapshot of changing communities, highlights particular issues facing journalists in reporting on community issues, and draws on examples of good practice from various media contexts.

www.societyofeditors.co.uk/userfiles/file/Reporting%20Diversity.pdf

The Austrian Integration Fund's quarterly thematic magazine, *Integration im Fokus*, is an accessible source of information particularly directed at journalists and key communicators like politicians and educators. The mass media's extremely positive response to the publication and its 17,000 circulation rate indicate that it fills a gap in the market for special interest media.

www.integrationsfonds.at/index.php?id=130



For training to be effective, all stakeholders must be committed, senior management must support objectives, and the training programme must be linked closely to media output. Management support can be secured by linking outcomes of training to their desire for international recognition, the need to comply with legislation, the promise of tangible improvements and study trips abroad. Support from journalists and other media professionals can be encouraged by providing improved skills and knowledge; offering incentives such as prizes, study trips, certificates; opportunities for networking; and simply a change of routine, and a pleasant experience.

Intercultural training should retain a practical focus on skill-building. For example, reports on migration should be produced as part of training. It should also provide advice on developing better communication with integration actors, including government agencies, civil society organisations and immigrant communities. The effectiveness of the training should be evaluated. This can best be achieved by monitoring media coverage before and after training.

The European Broadcasting Commission, with the Swedish European Social Fund Council and EU Fundamental Rights Agency, developed the 'Diversity Toolkit for factual programmes in public service television' to equip TV professionals to promote the principles of cultural diversity across their services. The Toolkit brings together elements of practical information (checklists, references) and good practice advice that can be used, applied and learned from. It includes a DVD with extracts from news and current affairs programmes from a dozen European countries illustrating some of the difficulties facing journalists when they report on minorities.

http://fra.europa.eu/fraWebsite/attachments/media-toolkit_diversity_en.pdf





The Spanish Observatory of Racism and Xenophobia has developed, in cooperation with the most relevant mainstream and migrant media, the *Practical Guide for Media Professionals: media treatment of immigration issues*. It includes key recommendations when dealing with immigration, practical tools and advice on how to implement them in everyday work and a list of relevant contacts and web-pages for media professionals.



www.oberaxe.es/files/datos/47d1394b65cc8/GUIA%20MEDIOS%20ELECTRONICANIPO.pdf

Editors and journalists can develop their networks to ensure they have a better understanding of the immigrant community, and the issues that affect them, so that they can better cater to their needs and so they can speak either to people who are directly involved in the incident/issue, or to a person who can speak accurately and legitimately on behalf of those people.

Discussion platforms can also be initiated to better understand the impact of the media on integration. Constructive dialogues with selected media stakeholders also enable a rapid response to changing events on the ground.



Perslink (Presslink), an initiative of Mira Media, Dutch Public Broadcasting and the Dutch Union of Journalists, has developed various instruments, including a diversity database, to improve contacts between ethnic minority communities and the media in order to provide more balanced information about multicultural society and migrants. Spokespersons receive media training, and network meetings bring spokespersons and journalists together.



www.perslink.nl

Integration actors can make the most of their recognised expertise and authority on integration by recognising and rewarding good media practice. These acts create incentives for editors and journalists to work on the portrayal and inclusion of migrants in the media.



Good media practice can be encouraged by media organisations, government and civil society by awarding prizes for excellence.



The CIVIS Media Foundation's prizes include the European CIVIS Television Prize and the German CIVIS Television Prize (Category Information), and the German CIVIS Radio Prizes (Short programme and long programme).



www.civismedia.eu/tv/civis

The 'For Diversity. Against Discrimination' Journalist Award is granted by the European Union to honour journalists whose work contributes to a better public understanding of the benefits of diversity and the fight against discrimination in society.

<http://journalistaward.stop-discrimination.info>

Refugee Week Scottish Media Awards, organised by the Asylum Positive Images Network, which includes Oxfam, National Union of Journalists, Amnesty International, British Red Cross and Scottish Refugee Council, are given to journalists who have contributed to exceptional and fair reporting of asylum in Scotland.

www.refugeeweek.org.uk/scotland

The Minderhedenforum's 'Trefmedia' (Flanders – Belgium) annually presents the Intercultural TV – Award. Programmes aiming to approach ethno-cultural diversity from a non-stereotypical point-of-view may obtain a nomination.

www.trefmedia.be



2.3 Creating a more diverse media

Immigrants are less likely to pursue a career in the media for a number of reasons, all of which recruitment strategies are advised to address. These include the lack of role models, both in their community and visible in the media; a career in the media not being desirable in a number of cultures with preference given to a career with more stable employment opportunities; and the lack of knowledge within immigrant communities about the range of jobs available in the media industry.

The changing demographics of European societies mean that young immigrants will constitute a significant part of the future workforce. Recruitment strategies carried out by media organisations and training institutions need to demonstrate to young immigrants, and their parents, that the media industry will take them seriously and offer them equal opportunities (legislation is in place to protect immigrants from discrimination on the grounds of their race, ethnicity, or religion, but not on the basis of their immigrant status *per se*).

Media organisations can organise media career days at secondary schools, offer special work experience schemes and provide college bursaries. Trade unions, employer's organisations, and community organisations also play an important role in encouraging young immigrants to pursue a career in the media. For example, community organisations can involve young immigrants in local community media projects.

Feedback from underrepresented groups in the media can be used to design targeted recruitment strategies making journalism a more attractive career option for young immigrants.





CREAM is a European project consisting of various media education activities and career orientation events for young people, carried out in co-operation with the media industry. Together, these activities and events offer students, particularly those from ethnic minorities, the opportunity to experience work within the media and encourage them to choose studies which prepare them for a career in the media.



www.olmcm.org/section.php?SectionID=10

Finland's Mundo project is a media education and work-training project aimed at immigrants and refugee groups. The project offers comprehensive media training, including work placements in media organisations and also aims to develop mentors for individual immigrant and ethnic minority media students with a migration background.



www.yle.fi/mundo

DigiTales encourages immigrants to consider a career in the media by involving them in a digital storytelling project in which they make a short film about their life. Through the process, they can learn how to write a script, record a voiceover and edit photos, videos and drawings into a film.



www.digi-tales.org

Diversity mentoring schemes and development opportunities enable and empower the person being mentored to maximise their potential. This can be achieved through realistic and achievable career development programmes; enabling individuals to overcome organisational barriers that hinder promotion and progression; and developing competencies and increasing motivation. Media professionals from immigrant backgrounds can also be encouraged to form networks through trade unions and working groups in order to provide each other with professional support, including advice on training, job opportunities and career development.

Ethnic media organisations can promote integration while preserving ethnic and cultural identity. This dual approach helps to open up opportunities of an alternative discourse with the mainstream media, while at the same time providing a bridge to the country and culture of origin. Ethnic media can play an important role in challenging perceptions within the general public. It gives a voice to immigrant groups, allows them to present themselves fairly, enter into a dialogue with the host society, and articulate grievances. For these reasons, media organisations and integration stakeholders should consider offering mentoring and development opportunities to professionals working in the ethnic media.



Mentoring and development opportunities for both new and current professionals from immigrant backgrounds are effective tools for enhancing a media organisation's diversity policy on recruitment, promotion, and retention.

Mediam'Rad is a 3-year European programme of the Institut PANOS Paris to increase the pluralism of opinions and reinforce the diversity of points of view in the media by supporting lasting collaborations and partnerships between ethnic media and mainstream media. Its activities include skill-sharing workshops on professional practices and experiences, European media meetings, comparative content analysis on media information published by ethnic media and mainstream media, and a fund for encouraging partnership – all of which provide developmental opportunities for ethnic media professionals.

www.mediamrad.org/



Given the shortage of ethnic media professionals, foreign-trained media professionals are an under-utilised resource. Often their qualifications and experience are not recognised by employers or unions. Furthermore, employment opportunities in the media are often advertised by word-of-mouth, which excludes media professionals not currently studying or working in the industry. Media organisations, professional organisations, unions and employers' organisations should consider targeting foreign-trained professionals in their recruitment strategies and organising training, which provides the skills and knowledge required for the foreign-trained professional to work effectively in the host country.

Foreign journalists persecuted for pursuing their profession can be forced into exile and be recognised on those grounds as refugees in a European country. These professionals can then have their qualifications recognised and be supported to continue their profession in Europe. This could be achieved by providing a skills-assessment and training scheme, a programme of work placements, scholarships for exiled journalists to do research or undertake training courses, and the establishment of networks for exiled journalists to share information and promote training and work opportunities.

State authorities and civil society actors play a key role in facilitating employment avenues and the recognition of the skills and qualifications of one often untapped resource—foreign-trained media professionals and, specifically, journalists in exile.



The Exiled Journalists' Network (UK), supported by the National Union of Journalists and the MediaWise Trust, assists journalists who have fled to the UK to escape persecution because of their media work. It builds upon the RAM project, which supported exiled journalists by providing work placements, training and information on the UK media environment, setting up their own media operation, career entry points and training providers. Access to specialist training courses is also provided by the National Union of Journalists. In addition, the RAM project created a Directory of Exiled Journalists to encourage editors in both the print and broadcast media to offer employment or commissions to exiled journalists.

www.exiledjournalists.net





Implementation of diversity strategies

Effective diversity strategies tend to share the following characteristics. They are:

- Presented as a necessary response to the changing demographics of the audience and the workforce;
- Integrated into all facets of the media organisation and are visible in the actions of the Chief Executives and senior managers, recruitment strategies, the workplace, story and programme selection, community relations and in marketing and communications;
- Include firm commitments and targets, against which progress is closely monitored and detailed in annual reports;
- Are accompanied by a specific diversity budget.



The Dutch Government has had a media and diversity policy in place since 1996 accompanied by a specific budget for NGO, print press and broadcasting initiatives. Dutch Public Broadcasting has an achievement contract with the government of which diversity goals form a part. For example, it has the legislative task to dedicate 20% of its television broadcasting time and 25% of its radio broadcasting time to multicultural programming.

Diversity and Equal Employment Opportunities are part of the UK Broadcasting Act, while there are also specific governmental diversity policies concerning different aspects of, and stakeholders in, the media. The BBC is committed to reflecting the diversity of the UK and to making its services accessible to all citizens. Its Diversity Centre regularly carries out portrayal monitoring surveys to assess the representation of minorities in primetime programming/coverage at regional and national levels.



www.bbc.co.uk/info/policies/diversity.shtml

The Belgian broadcaster VRT established a Charter for Diversity in 2003, which formed the basis for the institution of the Diversity Cell. It establishes networks with minority associations, youth organisations, and intercultural media with the dual aim of talent-scouting and providing contacts of possible participants in programmes. It also initiates awareness raising and diversity training with colleagues and provides contacts of minority experts and provides advice on including diversity issues in mainstream programming.



www.vrt.be/vrt_master/over/vrt_overvrt_diversiteit_engagement_charter_bis/index.shtml

France Télévisions launched a Positive Action Plan for Integration in 2004. In cooperation with Radio France International, it is responsible for the project PlurielMedia, which carries out research on diversity inside France Télévisions, diversity training for managers, intercultural training for journalists, and training of young media professionals from ethnic minority groups working in French television.



www.francetelevisions.fr

Media organisations can set up exchanges of information and practices to learn from each other's experiences.

Successful diversity strategies require media organisations to design implementation mechanisms and monitor effectiveness.



Britain's leading broadcasters created the Cultural Diversity Network to achieve a fair representation of Britain's ethnic population on-screen and behind the camera. Members support cross-industry initiatives and share expertise, resources and models of good practice.

www.culturaldiversitynetwork.co.uk



Targeting media output to immigrant groups

Media organisations can make their programming more responsive to the needs of their increasingly ethnically-diverse audience. The media can do this by making full use of the diversity in sources of information and to give immigrant communities and the subjects of reports a voice; developing formats on members of different communities and their daily lives; and showing diversity as a normal feature of society in popular programmes.

The sixth Common Basic Principle for Integration highlights the importance of access for immigrants to public services on a basis equal to national citizens and in a non-discriminatory way. As public funded entities, public broadcasters have a duty to cater to the needs of their diverse audiences, including immigrants and ethnic minorities, and to promote social cohesion.

Immigrants should be encouraged to participate in programmes as actors, subjects, participants, audience members and experts and to develop their own comedy and entertainment programmes. To ensure there is an accurate portrayal of immigrants in soap operas and drama, immigrant actors and scriptwriters should be used where there are intercultural story lines and immigrant characters.

As part of diversity strategies, content and programming decisions take into account the needs, wants and representation of immigrants among other target audience groups.





EBU's Eurovision Intercultural and Diversity group facilitates an intercultural exchange of television programmes, which allows members to exchange short documentaries that reflect the multicultural and diverse character of European societies and adapt them to their own broadcasting needs.



www.eurovisiontvsummit.com/pdf/interculturaldiversity_va.pdf

The Dutch PSB NOS uses the Monitor, which charts television output by means of a quantitative analysis of the representation of different groups (including ethnicity), as an instrument of policy-making. It provides answers to the following questions: does Dutch television provide a representative image of social diversity; is there any difference between the public and the commercial channels with regard to the share of native population/migrants; and what links are there between the viewing habits of different groups and the individuals and characters appearing in given television programmes?

Securing and promoting effective regulation

Controlling bodies include independent broadcasting authorities, journalism councils, press complaints structures, ombudsmen, parliaments and press ministries. Regulation of the media may be imposed by government (as is often the case with broadcasting), or may be self-regulated on a voluntary basis by the media industry (as is often the case with the print media). The media is also regulated indirectly by laws preventing hate discourse and those pertaining to defamation and libel. Media is not only regulated at the national level, but at the European and international level (UNESCO, EU, Council of Europe, OSCE). For instance, the EU Framework decision on Racism and Xenophobia prohibits intentional conduct publicly inciting to violence or hatred directed against a group of persons on the basis of their race, colour, religion, descent or national or ethnic origin. The new Audiovisual Media Services Directive must be transposed into national law by the end of 2009. Just like its predecessor, the Television Without Frontiers Directive, it requires broadcasters to fight against any incitement to hatred on grounds of race, sex, religion or nationality.



Regulations on combating discrimination and promoting diversity already exist at the national, European, and international level and can be used more effectively by media and integration stakeholders.

The key task of the German Press Council and its complaints committees is to investigate and decide upon individual complaints on publications or goings-on in the press. Because the Council is an institutionalised organ of the major associations of the press under private law, it has powers as a voluntary self-monitoring body that come from its reputation as a qualified private critic to which every individual can appeal. In recent times, there were several occasions when the guidelines were expanded and updated: for instance in relation to the prohibition of discrimination, the glorification of violence and the permissibility of stating peoples' names in crime reporting.

www.presserat.info



Where there is insufficient regulation in place, Member States can look to UNESCO's Convention on cultural diversity (2005) and the Council of Europe's Declaration on the Public Service Remit in the Information society (2006) and recommendation of its Committee of Ministers to Member States on media pluralism and diversity on content (2007).

Self-regulation does not in itself prevent unfair and discriminatory discourse about immigrants and immigrant groups. This is largely due to the fact that:

- Complaints on the grounds of race, ethnicity, nationality and religion and belief can often only be made by the person/s named in a story, not by others who take offence. Furthermore, there may be no prohibition on discriminatory references to groups of people, for example immigrants and asylum seekers;
- Complaints on the grounds of inaccuracy must demonstrate that the inaccuracy is significant. This is likely to be judged in relation to the significance in the context of the story as a whole, rather than the significance for the complainant or for social cohesion;
- The penalties for failing to abide by the code of practice may not be harsh; for example, the editor may merely be obliged to publish the criticisms of the regulatory body, which often takes place many months later, too late to have an impact or to reduce the damage done.

To overcome these obstacles, industry and organisational codes of practice need to address the causes of distortion and misinformation in regard to immigrant issues.

Media organisations can agree on new instruments for self-regulation, such as a code of conduct or ethics and guidelines on editorial policies for tolerance.





The features of news content which need to be addressed are outlined in a 2003 review of research on racism and cultural diversity in the European media. These are:

- Source use: Immigrants themselves are rarely the source, even if the story affects them directly; the voice of immigrants is given lesser prominence, is attributed lesser credibility, and is often quoted selectively in combination with negative themes, and/or portrayed in stereotypical roles; the media fails to reflect the full diversity of opinions by relying on the opinions of a limited number of representatives; and immigrants are rarely included as news actors in media coverage that is not immigrant-related;
- Lack of contextual information: Background reporting is scarce and as a result, information on immigration issues is rarely placed in context. Little attention is given to the daily lives and circumstances of immigrants, or to the reasons for these. For example, the media may portray asylum seekers as living off the state without mentioning that government policies make it illegal for them to work;
- Emphasis on negativity: News items may involve sensationalist and selective reporting and playing on public prejudices. News stories that over-represent immigrants in stories about crime may reinforce the belief or perception that criminal activity is inextricably linked to particular immigrant groups. Positive stories, particularly about migrants' economic contribution to society, are often more rare;
- Relations between media and politics: Political agendas have a strong influence on the portrayal of immigrants in the media. Immigration can be depicted by extremists as a threat to the current way of life – to cultural norms and values, national identity, the standard of living, the welfare state, and employment opportunities.

In addition, codes of conduct should seek to prevent the use of incorrect (and inflammatory) terminology, for example 'illegal asylum seekers.'

Editors can encourage journalists to foster intercultural understanding by reporting negative news items in a balanced and critical way. This type of report is devoid of inflammatory language and stereotypes. Providing contextual information ensures that stories are based on facts rather than assumptions. Journalists can also confront assumptions these immigrants by interviewing immigrants for non-immigration news items or by expanding their immigration news into new subjects like immigrant community foods, sport, culture, music, cinema, food, and fashion.

To ensure relevancy and accuracy, guidelines can also be developed in conjunction with civil society organisations and community leaders. Guidance can include information on:

- The correct and appropriate terminology for reporting immigrant issues;
- The ethnic composition of the country, region or community they represent and the cultural and religious practices of these immigrant communities;
- Contacts in the immigrant community and ethnic media.

Media organisations can ensure that transgressions of the code of conduct are addressed as soon as possible, for example, immediately responding with corrections or implementing 'Reader's Editors' that often act as mediators to avoid legal action.

Complaints councils and media ombudsmen can play a constructive role in self-regulating the industry, reinforcing ethical standards and supporting integration by:

- Monitoring the media output in regard to immigrant issues;
- Increasing the visibility of self-regulation to the public;
- Providing free and transparent complaints procedures;
- Ensuring decisions are credibly and swiftly taken and enforced;
- Raising awareness among journalists and editors about existing codes and ethical standards.

Performance can be monitored through independent observatories, robust press councils, and other integration stakeholders.

Self-regulation can be evaluated through effective media complaints procedures and through monitoring by a range of credible stakeholders.



The Portuguese High Commission for Immigration and Intercultural Dialogue (ACIDI) monitors the portrayal of immigrants and immigration in the media. It discusses its findings with the media to educate them about the gap between reporting and reality and issues public statements with official data to counter stereotyped news reports.

www.acidi.gov.pt

The Latvian think-tank PROVIDUS's annual monitoring report *Shrinking citizenship* provides a textual analysis of printed media's treatment of new immigrants, refugees, new citizens, and other ethnic and minority groups, with the aim of mobilising stakeholder support for minorities and NGO participation in public policy debates.

www2.providus.lv/public/27124.html

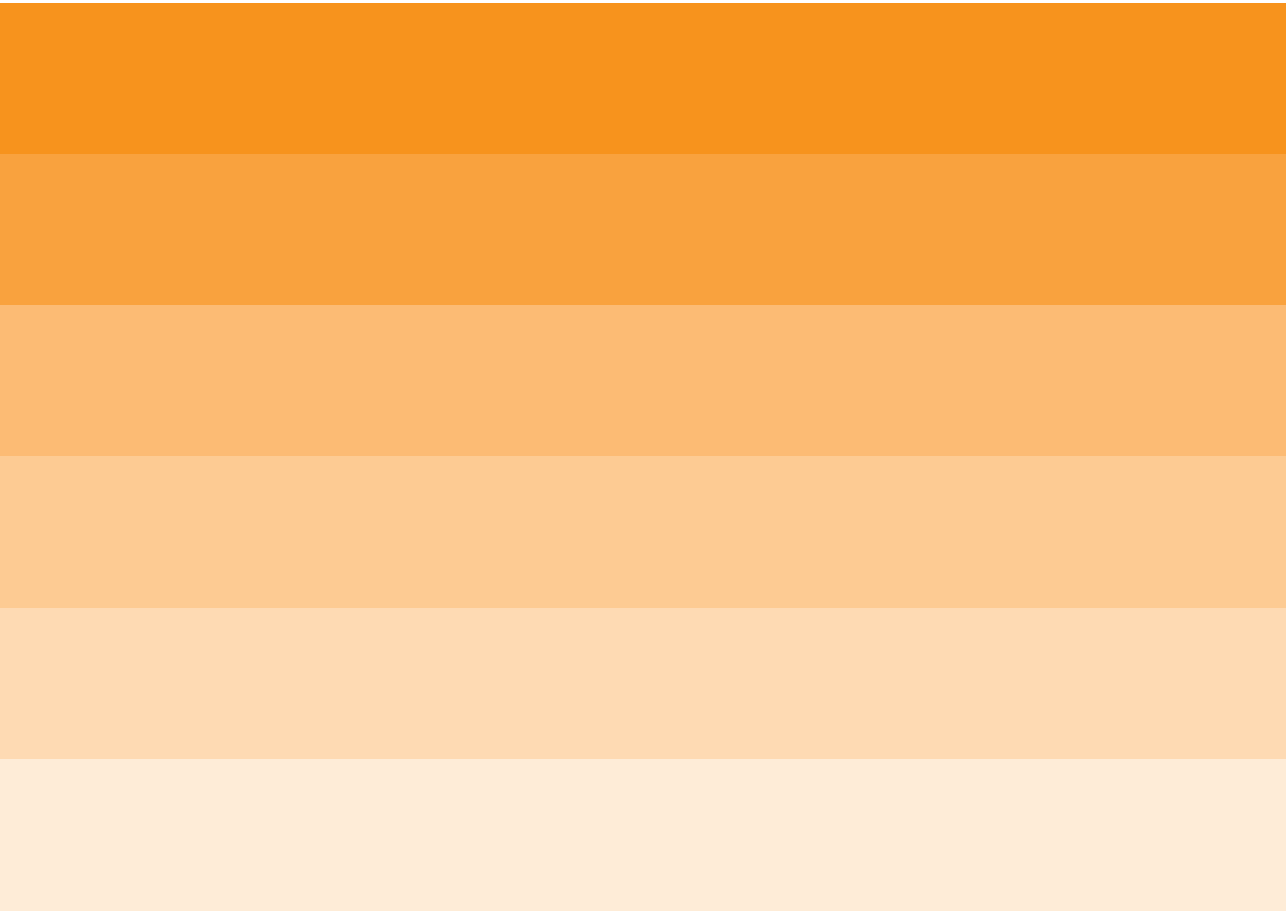




Conclusions

1. Taking the time to map the media environment—in terms of the main actors, legislative framework, users, and labour market—helps integration actors to understand why, how, and which media organisations are interested in working together towards a more accurate and balanced portrayal of immigrants and a more ethnically diverse workforce.
2. Integration actors can generate more presence in their local media environment by including public relations in their strategic planning, and aligning their approach to meet the overall missions and quality standards of media organisations.
3. Integration actors should look within their local context and past experiences for ideas on how to aim and frame their message for a specific intended audience.
4. Strategic alliances between civil society, government, research institutes, and media professional's organisations can help attain impact in a domain as broad and diverse as the media.
5. Providing materials, trainings, and dialogue platforms on intercultural competence is one highly practical way to work directly with media professionals during their studies and all throughout their professional development. The first step is securing commitment from media educators and administrators.
6. Good media practice can be encouraged by media organisations, government and civil society by awarding prizes for excellence.
7. Feedback from underrepresented groups in the media can be used to design targeted recruitment strategies, making journalism a more attractive career option for young immigrants.
8. Mentoring and development opportunities for both new and current professionals from immigrant backgrounds are effective tools for enhancing a media organisation's diversity policy on recruitment, promotion, and retention.
9. State authorities and civil society actors play a key role in facilitating employment avenues and the recognition of the skills and qualifications of one often untapped resource—foreign-trained media professionals and, specifically, journalists in exile.
10. Successful diversity strategies require media organisations to design implementation mechanisms and monitor effectiveness.
11. As part of diversity strategies, content and programming decisions take into account the needs, wants and representation of immigrants among other target audience groups.

12. Regulations on combating discrimination and promoting diversity already exist at the national, European, and international level and can be used more effectively by media and integration stakeholders.
13. Media organisations can agree on new instruments for self-regulation, such as a code of conduct or ethics and guidelines on editorial policies for tolerance.
14. Self-regulation can be evaluated through effective media complaints procedures and through monitoring by a range of credible stakeholders.



Chapter 3

Awareness-raising and migrant empowerment



Awareness-raising increases people's knowledge of, and sensitivities to, integration. It allows the groups concerned to develop more informed opinions on diversity and helps to participate meaningfully in the integration process. Empowerment increases immigrants' resources and capacity, enabling them to make more informed choices and take action to bring about integration.

The concepts of awareness-raising and empowerment bring together Common Basic Principles 1, 6, 7, and 9, reinforcing the idea that integration is a two-way process of mutual accommodation between immigrants and the host society. Both groups can engage together as residents through frequent interaction; as volunteers through access to mainstream institutions and organisation partnerships; and as local citizens through participation in integration policy-making.

This chapter is divided into two sections which explain how practitioners can translate these approaches and their objectives into the various steps of quality project management.

The dynamics between awareness-raising and migrant empowerment

The first section takes a step-by-step approach to awareness-raising. Often in the form of information campaigns and events, these measures provide a specific target group (the general public, policy-makers, immigrants, etc) with information on facts and experiences of a certain integration topic. Increasing the target group's knowledge and sensitivities allows them to have more informed opinions about diversity and to more actively participate in the integration process, thus impacting on the mutual adaptation of all citizens.

The second section tackles empowerment. Often in the form of trainings, partnerships, and work placements, these measures provide individual immigrants and representatives of immigrant associations with opportunities to articulate and act on their needs. Increasing the capacity and resources of immigrants allows them to make their own choices about their integration situation and take action to improve it, thus enabling greater participation and representativeness in public life.

Awareness-raising and empowerment are distinct but mutually reinforcing actions aimed at counteracting discrimination and marginalisation. Awareness-raising measures that draw on the stories of individual migrants and the expertise of migrant associations empower immigrants, in turn, by enhancing their public voice, expanding their sphere of action, and opening opportunities for organisational partnerships. Likewise, empowerment measures raise migrants' profile and raise integration issues on the public agenda. Immigrants with greater capacities and resources make excellent awareness-raisers, which can lead to better informed and more balanced public perceptions on migration and integration.

3.1 Awareness-raising: informing opinion and activating the public

Public misunderstandings on migrants' attitudes, characteristics and their presence in the country of residence (migration flow, number of migrant workers in the labour market, etc) create conditions that encourage ethnocentrism and discrimination among the population, segregation and marginalisation among immigrants, and inaction or backtracking in policy. For example, a lack of accurate information and awareness on the part of the host society was identified as the most important challenge to addressing workplace diversity and anti-discrimination, according to the nearly 800 European businesses that replied to the European Commission's DG Employment and Social Affairs' 2005 questionnaire for its 'Business Case for Diversity'. Most found that current awareness-raising activities in the area were insufficient and welcomed more information from both employer's organisations and national governments.

Awareness-raising campaigns and events allow all citizens to learn facts on migration and integration and find out how they can participate in the integration process. They also create spaces for the frequent interaction of migrants and national citizens, which develop the intercultural competencies of all.



Migration and Public Perception, a report prepared by the Bureau of European Policy Advisors of the European Commission describes successful awareness-raising measures as tailor-made and well-targeted, taking into account the specific societal factors, historical realities, and local, regional, and national identities. Measures may also be combined with better data collection and in-depth social research projects. The outcomes of successful awareness-raising are a better understanding of the integration process among the public, and better opportunities for them to contribute to that process.

An evidence-based approach to changing perceptions

Comparable information on immigrant groups and the mainstream population can bring out diverging information gaps on integration issues. Surveys and polling may also spot the effects of national practice on shaping public perceptions (and vice-versa). Longitudinal surveys and polls can assist policy-makers and researchers in evaluating the impact of strategies that aim to raise public awareness and improve public perception.

If combating misunderstanding is the goal of awareness actions, then these misunderstandings must be identified, measured, and analysed through a variety of information-gathering tools. Those designing public opinion polls cannot be afraid to ask a survey question for fear of the answer. Surveys can later be used to confront real fears, misunderstandings, and prejudices in public opinion.



A number of survey methodologies are at the disposal of project designers. European-wide quantitative surveys are one means to put each country's experience in a wider perspective. The Eurobarometer, Eurostat, the European Labour Force Survey, and the European Social Survey provide comparable data pertaining to immigration and integration at the European level. Quantitative representative surveys at Member State level can be effectively tailored to address a specific set of demographics and issues which allow policy-makers and stakeholders to make well-informed decisions at the different levels of governance. Qualitative tools can also be used as a starting point for awareness-raising and advocacy.



EU-MIDIS is the first ever EU-wide survey of immigrant and ethnic minority groups' experiences of discrimination and victimisation in everyday life. This survey, commissioned by the EU Fundamental Rights Agency, asks whether certain immigrant and ethnic minority groups have been victims of discrimination and racist violence; why they may or may not have reported these crimes; and whether they know and trust the organisations and officials that are tasked to help them. EU-MIDIS involved face-to-face interviews with 23,500 persons from selected immigrant and ethnic minority groups in all 27 Member States of the European Union. 5,000 persons from the majority population were also interviewed to compare the results.



http://fra.europa.eu/fraWebsite/eu-midis/eumidis_details_en.htm

Danish analysis bureau Catinet Research conducts regular interviews with about 1,000 immigrants and their descendants to monitor their experiences of discrimination, their subjective feelings on integration, and thoughts on policy proposals and public debates. It believes surveying immigrants has become part of its core business because their opinions and experiences are vital, but often unknown, to those in integration debates.



www.catinet.dk/

Integration surveys are regularly undertaken among the main immigrant groups in countries like the Netherlands and Portugal.



www.prominstat.eu

An evidence-based approach can remedy one major area of improvement for awareness-raising campaigns: evaluation. Collecting and updating baseline data allows projects to track changes in the opinions and actions of their target group over the short, medium, and long-term. They can identify any causality between integration news, the media coverage, and any resulting changes in perceptions. This information is used to readjust the tasks, language, messages, and target group of a campaign on an ongoing basis.

Special Eurobarometers on *Discrimination in the EU* were commissioned before and after the 2007 European Year of Equal Opportunities for All. Comparative analysis of the Special Eurobarometers 263 and 296 allows European policy-makers to track how perceptions and opinions changed during the year of 430 national actions and 600 awareness-raising events on discrimination.

http://ec.europa.eu/public_opinion/archives/ebs/ebs_296_sum_en.pdf

Since 2002, the Scottish Executive's long-term campaign, 'One Scotland, Many Cultures,' has tried to raise awareness of the negative impact of racist attitudes and the positive contributions of persons of different cultures to Scottish society. Research projects are regularly conducted to track racist attitudes and experiences of racism and assess the impact and effectiveness of the campaign among its target audience. These evaluations allow for comparisons over time of spontaneous and prompted awareness, message recall and changes in attitudes. Publically available yearly assessments evaluate the campaign in terms of budget, media spread, visibility, and impact on awareness levels.

www.scotland.gov.uk/News/Releases/2007/01/26113250

In Spain, surveys are regularly conducted in order to identify basic trends of public opinion on immigration and to track the evolution of xenophobic and racist tendencies. For the former see the national survey by the National Statistic Institute called National Enquiry on Immigration, for the latter the latest available document is the survey on the evolution of racism and xenophobia in Spain 2008. More specific opinion surveys track the situation of the 'Migrant community of Muslim origin in Spain' and the opinion of Spanish youth concerning migration.

www.oberaxe.es

Projects focusing on small groups and individuals should understand that they are unlikely to change overall attitudes. Rather, impact can be measured through in-depth interviews and targeted surveys among participants in the short-term and the monitoring of changes in agendas and partnerships in the medium- and long-term.

An evidence-based approach to awareness-raising starts with a dedicated mapping phase, where surveys and polls provide a solid baseline of migrant and general public perceptions that can be regularly evaluated.

After the mapping phase, a distinct analysis phase is necessary to address complementary but conflicting results (for instance differences in migrant and public perceptions), situate results in national debates, identify target groups, and select the most appropriate actions. Surveys and polls cannot on their own explain public opinion.

Research at the relevant level of governance helps explain what factors influence an individual's or group's attitudes towards migrants and their integration.



A 2005 report, *Majority Populations' Attitudes towards Migrants and Minorities*, by the predecessor of the EU Fundamental Rights Agency provides an overview of public opinion trends on immigration and minorities and the factors that help explain them.



<http://fra.europa.eu/fraWebsite/attachments/Report-1.pdf>

There are many unexplained factors behind the reasons why people think about or perceive immigration the way they do. Even so, practitioners can still use the results of their mapping to identify key factors and set the appropriate target group for their awareness-raising measure. For instance, a number of research studies conclude that the most positive and tolerant attitudes are associated with:

- Youth;
- Higher socio-economic status;
- Higher educational attainment;
- Salaried employees;
- Greater contact with immigrants.

Social, geographic, and historical factors are also influential to the extent that the public perception of immigrants varies greatly across Member States. In addition to their mapping and analysis function, preparatory surveys have awareness-raising and communication roles. For instance, analysis of the Special Eurobarometer 263 on *Discrimination in the EU* shows that it is more likely for the countries with robust anti-discrimination laws to have populations that are informed about their rights as a possible victim and believe that discrimination is widespread.

Well-timed public opinion surveys can draw public and media attention to key issues and set the terms of debate on upcoming initiatives. The timing of the public release of these studies is thus critical for awareness-raising projects and the policy-making process. Raising public awareness about integration issues also means raising the public's expectations for policy responses.



Analysis of survey results bring to light the factors behind perceptions which help in setting the appropriate target group. These results can also be used to draw media and public attention to the launch of an awareness-raising campaign.

The influence of public discourse

The form and content of public discourse can have a positive or negative impact on the formation of public opinion towards migrants and their integration. Political and media debates may fixate on less pressing integration issues and make sometimes unsubstantiated links between immigration and other social issues. For instance, immigrants are frequently linked to feelings of insecurity due to public concern over competition for jobs and housing, increasing demands on the welfare state, and general anxieties over national security.

It should not be forgotten that the public perception of immigrants is improved indirectly through policy measures that lead to managed migration, better control of external borders, credible asylum regimes, anti-discrimination measures and effective integration. Better comparable statistical data on migration and integration phenomena also provides a useful base of information for public debates and policy-making. In this regard, awareness-raising measures play an important policy feedback role by increasing the support base for various migration and integration policy improvements.

The coherence of government integration policies and messages can have a significant impact on the credibility and effectiveness of awareness-raising, especially for government-run or funded campaigns.

The local level may be more effective for building partnerships and have greater resonance in raising awareness on specific issues that play out in cities and neighbourhoods.

The information campaign of the Living and Working Together Development Partnership in the city of Linz, Austria successfully raised the interest of targeted employers, especially SMEs, and local policy-makers in exploring the benefits of a cross-border labour market and developing intercultural trainings for shop stewards and workers of migrant background.

http://ec.europa.eu/employment_social/equal/data/document/etg1-suc-liv&work_en.pdf

During the January 2008 local elections in Graz, Austria, anti-discrimination experts set up an election monitoring system with the goals of raising awareness of discrimination and improving the key messages of the participating parties. 650 texts were evaluated according to a "traffic light mechanism" (Red/Yellow/Green) that was later presented at four press conferences and a final political debate. The monitoring was positively received by most parties and can be easily adapted to other cities and regions.

<http://wahlkampfbarometer-graz.at>

Equally, actors like teachers, police, and doctors, who are the "usual suspects" seen talking about integration, may be more authoritative voices for raising awareness on their own specific issues.



The health sector regularly carries out public campaigns about giving blood. For ten years, the Voluntary Association for Blood Donations in Italy (AVIS) has been conducting targeted campaigns raising immigrants' participation in blood donation thereby increasing the public's appreciation of immigrants' contribution and opportunities for intercultural dialogue. These experiences have been used to form the Observatory for the Blood Donation Culture, which has signed cooperation protocols with other medical organisations in immigrants' countries of origin.



www.avis.it/usr_view.php/ID=0

Close cooperation with those "on the ground" significantly helps awareness-raising activities to secure public attention. Otherwise, campaigns without a local focus can be perceived as too top-down and reliant on key political catch-phrases. These partners can also inform a campaign about changes they are seeing in local perceptions. They thus provide an early warning system for identifying and responding to those changes.

Where there is a lack of policy coherence or a series of confusing and conflicting messages, raising public awareness can also be used to raise the political agenda.



Because government policies and messages have a significant impact on the credibility and effectiveness of a campaign, policy- and opinion-makers may be some of its key target groups.



The 'People like Us' project in the Slovak Republic aimed to increase knowledge and tolerance among the public as well as professionals implementing migration policy. People in new destination countries with small immigrant populations need to be exposed to the stories of immigrants and the everyday, real-life contributions they make. The campaign was disseminated on TV and in sessions with schools, authorities, and border officials.



www.ludiaakomy.sk

On the basis of new data gathered on newcomers in the department of Haut-Rhin in Alsace, the Regional Observatory of Integration and Urban policies (ORIV) organised meetings with 160 local officials and stakeholders to raise awareness and discuss recommendations on each city's specific modes and conditions for reception.



www.oriv-alsace.org

One of the Austrian Integration Fund's key motivations for publishing its second annual Statistics Yearbook on Migration and Integration is to provide factual information and take some of the emotion out of the integration policy debate. 10,000 copies are printed and sent to key communicators throughout Austria such as journalists, politicians and mayors.



www.integrationsfonds.at/wissen/zahlen_und_fakten_2009

Setting the right target group, informing opinions

Those with great expectations to inform the general public and improve public opinion need to realise that this awareness-campaign will be a long-term commitment. It will require many different strategies and actions over time: media campaigns, events, implementation projects, policy changes, etc.

Those with fewer means might think of targeting specific groups instead, especially decision or opinion-makers. Employers, landlords, banks, public officials and various types of service providers may not be familiar with the statuses and rights of different categories of immigrants, such as refugees, and thus be hesitant to provide the necessary support as a result of a lack of information.

Setting the appropriate target group (i.e. changing the opinion of the general public, of immigrants, or of selected stakeholders or groups within the population) sets a clear definition of success for the campaign.



The State of Berlin's 2006 information campaign, 'Berlin Needs You!' simultaneously tackled low immigrant youth employment rates and close-minded attitudes in the public sector. Therefore, it set its indicator of success as the ratio of trainees with migration background employed in the public sector. Between 2006 and 2008, that ratio grew from 8 to 14.5%. Evaluation surveys noted an increased interest among target immigrant youth and increased openness to interculturalism in public debates and among public sector employees.

www.berlin-braucht-dich.de

'OXLO – Oslo Extra Large' is a long-term campaign initiated by the mayor's office in 2001 in response to a racist murder. Its goals to raise awareness and make public services more inclusive have been mainly focused on schools, day care centres, and health clinics. By 2005, the number of employees with a diverse background had risen by nearly 30%.

www.oslo.kommune.no

In a country like Greece for instance, the Hellenic Migration Policy Institute has focused measures on schoolchildren in the 'Inside Out' project as well as civil society organisations such as the Pan-Hellenic Athletic Women's Association.

www.imepo.gr/imepo-mission-en.html





Knowing the ends, finding the right means

Across various strategies, the arts and culture stand out as a useful means of developing the target group's capacity to make informed choices and take action on awareness-raising. By giving voice to the unheard, and displaying images otherwise unseen, the arts can create the conditions for discussion around multiple identities and negotiating differences.

A true-to-life picture of immigrants and diverse communities

The integration awareness gap between perception and reality is considerable. Perceptions are for instance skewed by fixations in media or public debates on particular groups, such as asylum seekers, undocumented migrants, or migrants who are visibly different or from different cultural, linguistic, or religious backgrounds. The proportion of a country's foreign-born population is vastly exaggerated in public opinion in sampled European countries, from a 60-70% exaggeration (in Denmark, Norway, Germany and Sweden) to 150-200% in France and the UK. Surveys in Britain have revealed that, on average, people estimated that there were four times the amount of immigrants in Britain than their actually were. What's more in this case, over a quarter of people estimated that immigrants made up over half the UK population. For example, surveys in Britain revealed that people grossly overestimated the financial assistance available to asylum seekers through the benefits system and believed the UK bore a much greater part of the world's refugee burden (ten times greater).

Awareness-raising campaigns can highlight the actual migration experiences and living conditions of migrants as well as the societal changes and benefits brought to the city, region, or country of residence. The focus can be on the specific circumstances of a locality, because the public can better contextualise abstract phenomena like immigration and integration when they can confront their assumptions with data and facts about the community that they know best.



The Scottish Executive's 'Fresh Talent Initiative' is built in part on the premise that Scotland can become a more attractive place to live, work, and study if prospective potential migrants are given accurate information on opportunities and settlement conditions. The project is evaluated through public evaluations every six months (2005 to 2007) based on voluntary questionnaires that track the opportunities and challenges encountered by those migrant residents who were recruited through the Initiative.



www.scotlandistheplace.com

In 2007, the Spanish government launched a major awareness-raising campaign through TV spots, radio clips and advertisements in written media and public spaces based on the many different social needs of immigrants, with the message: With the integration of immigrants, we all win, and subtitled: All different, all necessary.



www.tt.mtin.es/periodico/spot/inmigra.htm

Initiatives can combat the stereotyping, victimising, or stigmatising of migrants as a group and bring to the fore the life stories of migrants, their families, and the communities in which they live. To influence public opinion, the “true-to-life” approach involves:

- Developing and stating clear, precise and realistic aims;
- Identifying target audiences, and developing methods appropriately;
- Basing aims and methods on research evidence and theories of attitude change;
- Carefully considering the appropriate timescale and geography for the initiative;
- Developing good working relations with the media;
- Setting up strategies and allocating adequate resources for evaluating the impact of the initiative.

‘Myth-busting’ initiatives improve public opinion by providing a true-to-life picture of immigration based on facts and personal accounts. It sensitises society to the special attributes and needs of different migrant groups, especially the most vulnerable and stereotyped, such as the undocumented, asylum seekers, and immigrant women.



The Irish Intercultural and Anti-Racism Week, funded by the National Action Plan Against Racism, linked their publication *Challenging Myths and Misinformation on Migrant Workers & their Families* with its awareness-raising events on improving services to minority ethnic groups in many areas of life.

www.nccri.ie/pdf/MythsMigrantWorkers.pdf

‘The 2008 “Am I a migrant?” campaign of the Belgian Centre for equal opportunities, aimed to promote the awareness-raising on one’s (own) origins. The campaign presented famous people who few would think of as “migrants”, in order to confront the viewers with their stereotypes on migration and integration.

www.journeedesmigrants.be/www.dagvandemigrant.be

In 2002, the Federal Culture Foundation in Germany launched the ‘Migration Project,’ which has served as a clearinghouse for more than 120 events and projects depicting the societal changes brought about by migration. Information was produced in a trans-disciplinary way, bringing out the linkages between social-scientific, documentary and artistic findings and between different types of partners in Germany and across Europe. The project especially encouraged ‘Migration Projects’ from those with a migrant background.

www.projektmigration.de





Public museums, particularly those dedicated to diversity and histories of emigration or immigration, are well-suited venues for exhibitions, events, educational programmes, research, debates, and international exchanges. Integrating the often marginalised stories of immigration into the larger national history is a complex and sometimes controversial task for museum staff. The 2008 conference 'Migration in Museums: Narratives of Diversity in Europe' pointed to the need to expand a museum's research capacity on global history, find innovative techniques for representing cultural change, and collect and document the subjective and very personal dimension of immigrants and of diversity within their communities. The use of evolving archives, exhibitions, and a multidisciplinary approach improves a museum's links with different integration stakeholders and countries of origin.



The *Cité nationale de l'histoire de l'immigration* in Paris presents France's history as a traditional country of immigration built and shaped by the integration of different waves of immigration. The collection is largely made up of individual testimonies and artefacts. Since June 2007, the Cité has secured relatively good press coverage, attendance, and links with schools, researchers, and NGOs.



www.histoire-immigration.fr

Where dedicated spaces like migration museums are not present, exhibitions can serve a similar function.



Because the 2007 European Capital of Culture in Luxembourg was based on unique cross-border cooperation with Belgium, France, and Germany, the backbone theme of the year became migration. It was the only one of the five themes to find popularity with corporate sponsors. The migration exhibits were judged interesting by 80% of the Luxembourg population and raised cultural consumption among two new audiences in particular: the young and former immigrant groups. 43% of Portuguese nationals living in the Duchy visited more cultural events than normal in 2007.



www.mcesr.public.lu/presse/annee_culturelle_2007/portail_luxembourg_2007/Rapport_final_anglais.pdf

In 2005, the Museum of Local History in the Berlin borough of Friedrichshain-Kreuzberg introduced a new part to its permanent exhibition, 'Jeder nach seiner Façon? 300 Jahre Migrationsgeschichte in Kreuzberg.' Its local approach increases the interest and acceptance of the topic among visitors and the chronological approach demonstrates how the founding and growth of Kreuzberg was linked to migration.



www.kreuzbergmuseum.de

Libraries also play a key role as an information provider on cultural diversity and as a local meeting place for a diverse population.

Since 2002, 'Diversity in libraries' has distributed book collections on the history, traditions, and situation of local immigrant and ethnic minority groups to 500 libraries in the Czech Republic, Denmark, Germany, and the Netherlands. Interactive workshops gave intercultural competency trainings to library managers. In a second phase, the INTI-funded 'Libraries as gateways' focuses on broadening implementation strategies and drawing further guidelines and promotional activities.

www.mkc.cz/en/libraries-for-all.html



Asylum seekers

The public perception is often that asylum is out of control, despite the fact that asylum application numbers are declining and are now at their lowest level for a number of years. There is also confusion between those seeking asylum and irregular immigrants for work purposes. One way of improving public perceptions of asylum seekers is finance projects that develop and disseminate stories that give asylum seekers a human face and directly identify refugees with the conflicts from which they flee.

The Information Centre about Asylum and Refugees in the UK's *Understanding the Stranger: Building bridges community handbook* examines 21 projects that tried to mediate tension and build bridges between local host communities and asylum seekers and refugees. The projects show that with careful planning, regular access to information, and opportunities to meet asylum seekers, the local community can come to accept and welcome newcomers who might otherwise be met with hostility, prejudice and fear.

www.icar.org.uk/uts

The European Council of Refugees and Exiles' (ECRE) *Refugee Stories Project* collected personal accounts of 120 people at various stages of the asylum procedure in 12 EU countries. Stories can be searched by region of origin, country of destination, and by life theme. The stories endeavour to "get back to basics" by refocusing policy debates on the expectations, needs, and experiences of those seeking asylum and living in Europe.

www.ecre.org/refugeestories

During the 2005/8 Refugee Awareness project in Bristol, Nottingham, and Liverpool, 192 interactive, tailored workshops were attended by 4,772 members of the public. Over half said their understanding of the situation of refugees and asylum seekers improved a lot. Many of the participating groups took part in follow-up activities to make refugees feel more at home in their community.

www.refugee-action.org.uk





The “Best Refugee Story:” project, in cooperation between UNHCR Slovakia and Comenius University's Journalism Faculty, encouraged greater and more in-depth coverage of refugees' concerns at a time when these issues were quite unknown in this recent country of destination. Awards were given to the most outstanding contributions presenting life-stories, the integration process, and living conditions. These broadcast and print articles not only directly reached the general public, but also were targeted at raising awareness among state officials, who read and discussed them as members of the jury.



www.unhcr-budapest.org/slovakia/images/stories/pdf_new/bulletin2002_04.pdf

A number of international and civil society organisations have designed educational kits, books, games, and pamphlets specifically for educational institutions. These include role-playing exercises that simulate the experience of asylum seekers, refugees and other immigrant groups.



The UNHCR's ‘Passages’ is a simulation game designed to create better understanding of the problems facing refugees. Participants go through a number of steps which simulate the refugee experience, from flight to arrival in the refugee camp, as well as the difficulties of integration and repatriation of refugees.



www.unrefugees.org/atf/cf/%7Bd2f991c5-a4fb-4767-921f-a9452b12d742%7D/Passages.pdf

‘Enséñame, Africa,’ a yearlong 2005 sensitisation campaign in the Canary Islands, met its targets to involve 1000 students in workshops on the motivations and root causes behind migration from Senegal, for students to make their own awareness-raising materials for use by other teachers in Spain, and to donate scholastic materials for rural schools in Senegal.



www.aulaintercultural.org/breve.php3?id_breve=359

Immigrant women

The stereotype of the immigrant woman as dependent and oppressed homemakers is not only a perception out-of-step with the current feminisation of immigration flows, but in itself can create barriers to their participation in the labour market and social life.

Information can be produced and disseminated about the diverse situations and profiles of immigrant women and the changing gender relations in migrant communities. The first step is providing more detailed statistics, taking gender questions into account. The next step is giving a voice and face to migrant women, both those who are empowered and those who are the victims of exploitation.

The European Women's Lobby's 2001 campaign on Women Asylum Seekers produced 20,000 post cards and a dedicated webpage to improve public understanding of the situation of female asylum seekers, particularly those who suffered extreme gender-related violence such as rape and exploitation. Since then, it has supported the establishment of the European network of migrant women, one of whose long-term objectives is to expose the issues affecting women's integration and bring them to national and EU policymakers.

www.womenlobby.org/asylumcampaign/EN/CAM/why.html



Raising awareness by raising host society participation

Practitioners should be aware of the limits of using the “true-to-life approach” as the primary awareness-raising mechanism. Providing people with correct information to counter misinformation does not always lead to a change in attitudes. Facts may change the attitudes of people who are fairly indifferent to the issues. They do not generally improve the views of those who are most hostile (it may even exacerbate their views). For instance the ‘One Scotland Initiative’ found that, after six years in operation, the public had become more informed, but the percentage of persons holding racist opinions had stayed the same.

Informed citizens may still take a passive role in the integration process if they do not know about opportunities to participate in integration measures and intercultural dialogue that take place in many areas of their lives: at work, in their neighbourhood, through associations or religious groups, and so on.

Awareness-raising campaigns can encourage participation in actions that develop meaningful contact between immigrants and host communities. Special events and festivals are opportunities to show off migrants' contributions to the life and culture of their country of residence. They also provide a “marketplace” for organisations providing training and volunteer opportunities. These celebrations can improve public perception of immigrants and encourage the development of intercultural competencies.

In 2009, the 26th annual Festival of migrations, cultures and citizenship in Luxembourg held stands representing nearly 250 organisations working on integration.

www.restena.lu/clae/html/m2sm1.html

Cyprus's Rainbow Festival is a multicultural festival to sensitise Cypriot society to the wealth of other peoples' cultures and civilizations, and to promote diversity and the respect of the rights of migrants, refugees, asylum seekers and all non-Cypriots.

www.kisa.org.cy/EN/activities/cultural_events/586.html





Immigrant artists and performers can be invited to make cultural celebrations more visible to the general public. They may choose to represent their traditional cultures of origin or new intercultural forms of expression developed in the country of residence.



In Spain, the multiannual project *Entre 2 Orillas* by the Directa Foundation is conceived as a space for intercultural exchange and includes a catalogue of artists of migrant origin covering the fields of music, theatre, painting, cinema, dancing, sculpture, photo, and others, thus helping to make the contribution of migrant artists more visible.



www.entredosorillas.org

Kassandra, a multicultural art association in Helsinki, uses art workshops and theatre to raise public awareness and provide a space for collaboration and networking between native and immigrant actors and showcase the latter's talent to the media.



www.kassand.net/english

Zakk—Zentrum für action, kommunikation und kultur set out to become a hub for integration events in Düsseldorf. Its intercultural events have significantly increased in number, in audience draw, and in interest for resident foreign nationals.



www.zakk.de

National holidays and sporting events can be made more inclusive of immigrants and cultural diversity. The UN created international days like World Refugee Day and International Migrants Day to encourage and coordinate national platforms and actions.



Public celebrations and cultural events make immigrants' contributions and the benefits of diversity more visible to the general public, while providing a marketplace for organisations working on integration to recruit volunteers.



Many such events were initiated at European and Member State level as part of the 2008 European Year on Intercultural Dialogue:



www.interculturaldialogue2008.eu

The Council of Europe's web portal on intercultural dialogue also links to several databases outlining similar practices:



www.coe.int/t/dg4/intercultural/database_EN.asp

'For Diversity, Against Discrimination' was a five-year pan-European information campaign concluded in 2007. It provided the general public with information on laws combating discrimination and positive messages about diversity. Country-specific focus groups were used to design national and regional measures, which were further developed in close cooperation with national governments, social partners, and NGOs.



www.stop-discrimination.info

In 2008, the second annual Integration Day in the Flemish Community of Belgium honoured immigrants who completed an integration programme. The special event and large national and regional media campaign are meant to show society's appreciation of the commitment and efforts of its new citizens.

www.binnenland.vlaanderen.be/inburgering/dagvandeinburgeraar.htm

The INTI project, Integration at Sports, disseminated a best practice manual to thousands of Austrian, British, Dutch, German, and Slovene sports clubs, youth groups, and schools.

www.united-by-sports.net/en



Collective action : a public empowerment approach

The most effective awareness-raising measures create spaces for meaningful and sustained contact between individuals and organisations. Here the link with empowerment is the strongest. The report, 'Challenging attitudes, perceptions and myths' produced for the UK's Commission on Integration and Cohesion, concludes that brief or superficial contact without real engagement is not enough to foster respect and can even exacerbate prejudice.

Collective actions can improve public perceptions and improvement in the integration process if they :

- Strengthen everyone's sense of identity ;
- Identify and challenge specific prejudiced attitudes and behaviour ;
- Give insight and empathy into the experiences of others ;
- Create an understanding of difference ;
- Establish common ground and shared values and interests ;
- Encourage and build friendships across divisions which would create long-term mutual obligations.

These spaces can be virtual, such as public web-based forums, or practical, such as citizens' initiatives. Projects based on common, practical goals are considered to be more effective means to break through stereotypes and encourage a more constructive view of the integration process.

A public empowerment approach to awareness-raising means that provision of information is directly linked to spaces for meaningful and sustained interaction between individual immigrants and members of the public.





Turin's 2000/2 'Tourist at Home' project guided 600 locals in discovering the diversity of their city's shops and restaurants. 200,000 copies of maps of the neighbourhood's multicultural attractions were distributed in the local newspaper. It fostered the development of an area with a high concentration of immigrants due to the high participation of neighbourhood immigrant entrepreneurs who were able to diversify their client base.

The 'instrument library' in Leicester, UK is a unique community action that has fostered the development of a new intercultural network of musicians. The BBC organises public calls for donations of second-hand musical instruments. The local library then lends them out to newcomer asylum seeking and refugee musicians in the region. The project provides performance space and funds for them to get into the local music scene.



www.interculturemap.org/upload/att/200612111049220.Instrument%20Library%20CASE%20STUDY_INFO.pdf

3.2 Building capacity and choosing action

Personal and organisational empowerment measures aim to enhance the capacity of migrants and their associations to partner with mainstream organisations and participate in society and public life.

Newcomers arrive with different capacities and many hope to build on their existing capital, knowledge and resources by acquiring additional skills during the integration process. Migrant residents may also wish to improve their life situation by overcoming personal or institutional obstacles that impede their access to available resources and rights, their participation in public life, or their ability to lead autonomous, dignified lives based on their own choices.

Active and equal participation from decision-making to implementation

Allowing individual migrants or representatives of migrant associations to make their own decisions about how to change their life situation or participate in public life helps to break assumed patterns of dependency and paternalistic attitudes.

Projects with an empowerment approach take migrants seriously as contributors in policy debates. The explicit goal of many empowerment measures is often to assist migrants in securing a voice and an active role in policy development. Information, networking, and platforms are often key tools for migrant empowerment. The target group participants are briefed on the key issues and decision-making processes, just as decision-makers are briefed on how to learn from and act on the experiences of migrants. In this way, empowerment measures can address the needs and aspirations of the end-users and directly impact on their life situation. Legal issues around contracts, the distinction

between voluntary and paid-work, and the voluntary nature of these activities will need to be addressed to ensure good outcomes for volunteering as a facilitating mechanism for social integration.

The “Nothing about us without us” principle is critical to the success of any empowerment measure. It requires that the end-users serve as the principal actors in the planning, implementation, and monitoring phases.



Needs assessment and analysis of and by immigrants

Empowerment begins at the research and needs assessment stage, whereby projects confirm if and how immigrants are dealing with life problems unique to their situation. This research raises the involved individuals' or organisations' awareness of the key problem areas and guides their thinking on how to translate assessments into action.

The Dutch EQUAL project entitled Vrijbaan developed a series of diagnostic instruments on 'Managing your own integration.' Self-assessments allow individuals to see to what extent they believe they are setting their own direction within their environment.

http://ec.europa.eu/employment_social/equal/data/document/etg1-suc-vrijbaan_en.pdf

Migrant Rights Centre Ireland finds that its Community Work approach is most successful when those involved can move beyond individual cases to analyse structural inequalities, power dynamics, and root causes. It creates the conditions for collective outcomes benefiting all members of society and encourages solidarity between groups (for instance domestic workers, mushroom-pickers, and migrant women).

www.mrci.ie/activities/index.htm

The UK Migrant and Refugee Communities Forum's project on 'Community Empowerment' carries out needs assessments of migrant organisations. They then tailor their offer of ongoing services to improve the organisation's service delivery and support to members.

www.mrcf.org.uk/#cep

The 'Youth Empowerment Partnership Programme' (YEPP) in Mannheim-Neckarstadt West, Germany, uses a similar approach to raise awareness about local structural problems hindering integration and then design needs-oriented support for individual disadvantaged youth.

www.yepp-community.org/yepp/cms





Forty-seven Black and ethnic minority groups received trainings and then carried out the UK Department of Health's 2003 'Black and Minority Ethnic Drug Misuse Needs Assessment Project.' Their research revealed low levels of awareness of drug abuse across all communities (particularly across generations), which led the groups to make their own concrete proposals for mainstreaming and service quality. The project increased these groups' involvement in local policy-making and their recommendations brought about concrete improvements in service delivery.



www.uclan.ac.uk/old/facs/health/ethnicity/reports/documents/rep1comeng1.pdf

As an innovative method of participatory research, needs assessments are one way to bring researchers into projects with practitioners and immigrants themselves.



A needs assessment and analysis, conducted by the direct beneficiaries of an empowerment measure, gives the framework to evaluate their own personal or community/organisational situation.



In the 'POLITIS' research project, 76 non-EU graduate students interviewed 176 civically active immigrant activists. The finding that one of the most important determinants of civic participation was the simple fact of being asked by an organisation led to a follow-up project, 'WinAct: Winning immigrants as active members.' Adult educational professionals, many of immigrant origin, were trained to give local workshops to political parties and trade unions on how to conduct successful immigrant outreach and recruitment strategies.



www.politis-europe.uni-oldenburg.de

The Finnish Ministry of Social Affairs and Health funded two sets of *University of Tampere migrant community research projects* in 2003 and 2005. Migrant social work researchers determined the conceptual framework for their study and the research target. They chose to focus their reports on issues like consumer views of mental health services, community perceptions of primary care services and the second generation's career aspirations.



www.uta.fi/laitokset/sospol/migrant/abstr/clarke.pdf

Setting the right target group, improving their situation

Talking to migrants and organisations through participant research and needs assessment can reveal a very different set of needs based on a variety of factors: age, gender, education, legal status, labour market status, skills and qualifications, motivation, etc. For instance, consultative structures in refugee reception enable asylum seekers and refugees to give their feedback on different aspects of reception and integration and become involved in the running of the facilities. Successful empowerment measures often need to designate a very specific target group.

"Kommit—Empowerment of migrant organisations" in Brandenburg, Germany, focused on building skills and capacities selected by participant migrant organisations. 30 leaders of migrant organisations received 80 hours of direct thematic training, while 1,000 participants took part in community workshops and networking opportunities. The project's indicators for success were participant satisfaction with the topics, methods, and quality. The project manual published highly positive evaluation results as well as quality standards for future adult education programmes for migrant organisations.

www.integrationsbeauftragte.brandenburg.de



Empowering specific target groups can be a successful strategy with hard-to-reach groups, such as immigrant women. Projects should appreciate that they may choose to participate in different or less active ways. A potential role for public authorities and other funders is to offset costs or reduce participation barriers.

Measures that are flexible and tailor-made for beneficiaries' specific stated needs meet participants' expectations and empowerment's ultimate aim of improving their situation.



The Rotterdam Women's Centre Delfshaven is entirely run by immigrant women, creating an atmosphere where women of various ages and nationalities (including Dutch) feel comfortable. It has been responsible for bringing many women out of isolation in an informal manner and providing training to hundreds of people in language and creative courses based on assessments of the feasibility of their entry into the labour market.

www.eukn.org/eukn/themes/Urban_Policy/Social_inclusion_and_integration/Emancipation-centre-for-and-by-women-in-Delfshaven_2033.html



Whenever the 'Clientenbelang Utrecht' (interest group for patients and clients) has a policy-related question about immigrant mothers, they ask it directly to the 'Immigrant Wmo Watchers,' a network of immigrant mothers with school-age children. These women gather the necessary information from their extended social network and formulate an informal input for the purposes of improving policy development.

www.senia.nl



The E.L.S.A. Programme used participatory action research to influence local welfare policies in districts in the Italian province of Forlì-Cesena. The project offered immigrant women caregivers the information, training, and counseling they asked for. It facilitated contacts with local authorities and a partner trade union. It also provided support initiatives to care-receivers and their families who facilitate the participation and regularisation of their care-givers.

www.palliative.lv/45/70





Knowing the ends, finding the right means for empowerment

The various types of migrant and organisational empowerment measures take a dynamic, results-oriented approach to equality of opportunity. Initiators have to determine the appropriate means for achieving the clearly desired ends for the specific target group, leaving plenty of room for different forms of effective action. Empowerment measures thus increase a migrant's, or an organisation's, capacity for change and give them a space to exercise that capacity. This space may be inside organisations/government, through work or decision-making placements, or through new targeted programmes.

Spaces for exchange and decision-making between immigrants and mainstream organisations are key concepts that run throughout these measures. Work placement schemes in the realm of arts and culture are one example.



What distinguishes an empowerment measure from many educational programmes introduced in the area of immigrant integration is the combination of education and action, giving target groups the unique opportunity to act upon their acquired knowledge.



The core idea behind the British Council's 'Inclusion and Diversity in Education' project is to let students from ethnically and culturally diverse schools take the lead on agenda-setting, agreement negotiation, and the creation of a student charter for inclusive schools. Groups of student leaders lead implementation projects to empower broader groups of students, parents, and the community at large.



www.britishcouncil.org/netherlands-youthprojects-indie-homepage.htm

The 'Jump in!' cultural work placement scheme aims to see young ethnic minority artists and students better represented in Dutch cultural organisations. With this local tool for intercultural dialogue, host organisations create direct communication channels with artists from diverse communities, while the artists gain first-hand experience to further their professional development. It builds on pilot projects like the Rotterdam Theater Zuidplein's intercultural committee, which since 1998 has had a measurable influence on the diversity of the audience the theatre can attract.



www.eurocult.org/we-focus-on/jump-in

An ideal space for immigrants and their organisations to lead exchanges and actions is awareness-raising.

'Commedia.Net', an EQUAL-funded radio project, allowed migrants, refugees, and asylum seekers in Greece, interested in the media to make programmatic choices, better understand their own and other communities, and diffuse their acquired knowledge on the air. Providing vocational training and job placements gave them a key role in awareness-raising and changing the way that information is delivered to the public on migration.

www.commedia.net.gr/default.en.asp

Between 2003 and 2008, 'MiMi – With Migrants For Migrants' trained 600 immigrant "intercultural mediators" in 35 Germany cities. They carried out 900 events in 32 languages explaining the German health system and related topics to an estimated 10,000 people with a migration background, while an additional 100,000 were reached via leaflets and a health guide.

www.aids-migration.de

SEIS-Finland Forward Without Discrimination (STOP) trained immigrant and ethnic minority individuals and organised awareness-raising workshops with schools and national public authorities. Immigrant participation was instrumental in the pilot steering committee, planning phase, implementation, and project evaluation. Positive feedback and publicity led to an expansion into anti-discrimination trainings for prospective teachers and police officers.

www.stop-discrimination.info/134.0.html



Bringing migrants and their associations into mainstream organisations: a win-win situation

Empowerment measures are sometimes initiated at a grassroots level by migrants themselves and later financed by mainstream organisations, be they public authorities, social partners, the private sector or civil society. Otherwise, mainstream organisations initiate these measures and later partner with migrants (the "Don't do it for us, do it with us" principle). They may seek to empower individual migrants through service-provision, diversifying their membership base through outreach programmes, or providing a platform for migrant's participation in public life.

It should not be forgotten that both migrants and mainstream organisations are complementary beneficiaries of empowerment measures, which are as much about adaptations in the host society as they are about the participation of migrants. Mainstream organisations expect these partnerships to address a specific integration challenge or improve their integration governance. These potential benefits give them a strong vested interest in empowering migrants and undertaking the necessary steps to secure these gains. Quality standards can be developed to assess whether mainstream



organisations implement procedures to empower migrant beneficiaries and staff and whether these procedures have measurably transformed the organisation's policies and mission.



Mainstream organisations are also empowered by the immigrant empowerment measures that they adopt. Their enhanced capacities, resources, and intercultural competencies improve the quality and inclusiveness of their decision-making and service-delivery.



The European Cultural Foundation's 'Stranger Festival' aims to create this "win-win" situation based on the idea that increasing the capacity of young people from diverse backgrounds to use new web-based media will later increase the capacity of their audience (European NGOs, cultural institutions, media, and government) to work with youth on intercultural dialogue projects.



www.eurocult.org/we-focus-on/strangerfestival

'INVOLVE' was a participatory research project funded by INTI about how to facilitate volunteering in the two-way process of integration. Sixteen concrete recommendations were formulated for policy-makers at different levels of governance, and practitioners in mainstream and migrant organisations.



www.cev.be/data/File/INVOLVEreportEN.pdf

The 2005 publication by the UK Department for Communities and Local Government, *Ethnicity Monitoring Guidance: Involvement*, aims to promote the involvement of Black and minority ethnic communities in Neighbourhood Renewal activities by encouraging local partnerships with community associations.



www.neighbourhood.gov.uk/page.asp?id=771

The Pangea Development Partnership in the Spanish region of Castilla – La Mancha is composed of migrant associations, NGOs and local and regional public authorities. "Intercultural links", or mediators, have been able to reach over half of all immigrants living in this rural area. They linked them with integrated and specialised training and advice services and ongoing workplace support programmes. Awareness-raising measures are coupled with "Inter-cultural barometer" research on topics like the socio-economic and cultural contribution of the immigrant population in a given municipality.



http://ec.europa.eu/employment_social/equal/practical-examples/employ-06-pangea_en.cfm

Conclusions

1. Awareness-raising campaigns and events allow all citizens to learn facts on migration and integration and find out how they can participate in the integration process. They also create spaces for the frequent interaction of migrants and national citizens, which develop the intercultural competencies of all.
2. An evidence-based approach to awareness-raising starts with a dedicated mapping phase, where surveys and polls provide a solid baseline of migrant and general public perceptions that can be regularly evaluated.
3. Analysis of survey results bring to light the factors behind perceptions which help in setting the appropriate target group. These results can also be used to draw media and public attention to the launch of an awareness-raising campaign.
4. Because government policies and messages have a significant impact on the credibility and effectiveness of a campaign, policy- and opinion-makers may be some of its key target groups.
5. Setting the appropriate target group (i.e. changing the opinion of the general public, of immigrants, or of selected stakeholders or groups within the population) sets a clear definition of success for the campaign.
6. 'Myth-busting' initiatives improve public opinion by providing a true-to-life picture of immigration based on facts and personal accounts. It sensitises society to the special attributes and needs of different migrant groups, especially the most vulnerable and stereotyped, such as the undocumented, asylum seekers, and immigrant women.
7. Public celebrations and cultural events make immigrants' contributions and the benefits of diversity more visible to the general public, while providing a marketplace for organisations working on integration to recruit volunteers.
8. A public empowerment approach to awareness-raising means that provision of information is directly linked to spaces for meaningful and sustained interaction between individual immigrants and members of the public.
9. The "Nothing about us without us" principle is critical to the success of any empowerment measure. It requires that the end-users serve as the principal actors in the planning, implementation, and monitoring phases.
10. A needs assessment and analysis, conducted by the direct beneficiaries, gives the framework to evaluate their personal or community/organisational situation themselves.



11. Measures that are flexible and tailor-made for beneficiaries' specific stated needs meet participants' expectations and empowerment's ultimate aim of improving their situation.
12. What distinguishes an empowerment measure from many educational programmes introduced in the area of immigrant integration is the combination of education and action, giving target group the unique opportunity to act upon their acquired knowledge.
13. Mainstream organisations are also empowered by the immigrant empowerment measures that they adopt. Their enhanced capacities, resources, and intercultural competencies improve the quality and inclusiveness of their decision-making and service-delivery.





Chapter 4

Dialogue Platforms



Dialogue is used across cultural traditions to promote mutual understanding and trust and to prevent and solve conflicts. Ad hoc and ongoing dialogue platforms can be used to negotiate integration by remedying a lack of mutual understanding and trust that may exist among and between migrants, residents, citizens of immigrant and non-immigrant background, and between these diverse groups and the government at all levels.

A successful platform generates an open and respectful exchange of views and, when done well, helps participants to find common ground for cooperation. It is a place to negotiate on conflicting interests and for finding common solutions. Follow-up activities then pick up where the dialogue platform leaves off, which can have the effect of strengthening social and associational networks in the community and a shared sense of identity in a diverse society.

This chapter develops on the first Common Basic Principle, which defines integration as a two-way process of mutual accommodation by all immigrants and residents of Member States. Governments are encouraged to involve both in integration policy and communicate clearly their mutual rights and responsibilities. One fundamental mechanism, according to the seventh Common Basic Principle, is the frequent and meaningful interaction at local level between local residents, with and without immigrant backgrounds.

The chapter outlines each step in the process of setting up and running a dialogue platform and the practical obstacles that often need to be overcome. It first addresses what the suitable legal framework is, whose issues and needs are the focus of a platform, who participates, what baseline skills are required, what are the rules of the game. It explores how mutual understanding and trust in dialogue can translate into greater cooperation in a community. A leading public authority or civil society actor can facilitate a dialogue platform, taking on various roles to give platforms more efficient working methods, more effective follow-up and greater community impact. This chapter explains what roles a convening public authority or civil society actor can play in each phase of the dialogue platform. These lessons learned can serve as inspiration for platforms at neighbourhood, municipal, regional, and national level—even at European level, where the European Integration Forum was launched in April 2009.

International migration has enhanced Europe's existing ethnic, cultural, religious, and linguistic diversity and will continue to do so. The majority of EU citizens reported having recent and positive contact with people of different ethnicities, religions and nationalities, according to the 2007 Flash Eurobarometer 217. Although those surveyed found it hard to define what "intercultural dialogue" was, they associated many positive meanings with it from communication among different communities to transnational mobility, access to culture, and linguistic diversity. In the long-term, Europe can see the full benefit of this diversity for its economic growth, competitiveness, creativity, and position in the world.

The increasing diversity of the population requires that public services and other societal arrangements adapt to the new diverse reality. The way in which a place—from a nation to a neighbourhood—adapts to this diversity in the short and medium term may cause rises and falls in the overall levels of mutual trust and understanding in society. For example, recent research has put forward the suggestion that high levels of diversity (i.e. different kinds of people living together in a community) may trigger “self-isolation” and “social distance” among people. Compared to the average person, people living in very heterogeneous neighbourhoods tend to:

- Know and trust their neighbours less, whether or not their knowledge comes from the same or another background
- Have less trust (though not necessarily less knowledge) of local politics, leaders and media
- Participate politically in different ways like street protests and social reform groups
- Have a worse sense of well-being
- Expect that they have less influence over political decisions and that their communities are less likely to cooperate together to solve a common problem

These findings caution that communities in transition, left on their own, may temporarily experience lower levels of mutual understanding and trust within majority and within minority groups, between majorities and minorities, and with their local government.

Lower levels of mutual understanding and trust are often attributed to lower levels of social capital (that is, fewer social and organisational networks). Friendships and civil society provide individuals with local opportunities for meaningful interaction and relationships. The strength of social and associational networks influences the level of trust and solidarity within the community and the personal and economic well-being of its residents. Increasing diversity is only one factor in what is a general decline in social capital in many Western societies, where people are not as socially and civically active as they used to be.

Societal integration is negatively affected by weakening social and associational networks which can lead to extreme individualism and indifference to others' well-being, mutual stereotyping and scapegoating, the voicelessness of vulnerable groups, inaction on real community problems, conflicts over the distribution of resources, and multiple forms of discrimination and extremism on all sides of the spectrum.

This weakening also has an impact on the integration of newcomers, who are hit the hardest. During the settlement process, newcomers tend to rely on the existing social and associational networks, more than natives or established groups, in order to make up for their lack of social capital in the country.



Sustained, meaningful intercultural interactions help local residents to understand how others like them and those with different backgrounds are changing within an increasingly diverse society. They better understand and trust each other as they begin to see themselves as full members of a community with a shared identity and interest in each other's well-being.

4.1 Setting up and running a platform : overcoming obstacles

Policy-makers often turn to dialogue to reassure the population in response to big news items about social conflict. These conflicts may be symptomatic of greater problems of inequality and disadvantage in a diverse society (i.e. labour market exclusion, deprived urban areas, racism). As such, these tensions will eventually require negotiating a proper integration policy response to address the specific problem.

A dialogue platform can be thought of as a starting point for negotiating this proper policy response. It can be a point of first contact for overcoming misunderstanding and mistrust. It initiates conversation on a specific problem by providing a civic space for an open and respectful exchange of views. Depending on where the lack of understanding and trust lies, this exchange can take place among immigrants, with fellow residents, and with government. Participants engage in a process of mutual learning. They integrate their different perspectives into a shared understanding of the problem, develop basic trust, and find common ground for working together to solve it.



A dialogue platform is a civic space in which to begin an open and respectful exchange of views among immigrants, with fellow residents, or with government. The objective is for participants to develop shared understanding and trust on a specific problem and find common ground for working together to solve it.

Intended outcomes and impact of a dialogue platform

Successful dialogue platforms lead to the formation of working relationships between the participants developing joint public activities, partnerships, and new ongoing consultation mechanisms. This follow-up provides new spaces for meaningful interaction, this time with a broader public. In the medium-term, it nurtures new and stronger social and associational networks and government consultation. The partners form a new organisation, or mainstream cooperation into their organisation's core business. In either case, this cooperation should stand on its own without the need for the support of a dialogue platform.

In the long-term, the process instigated by a dialogue platform can reduce social distance and mutually reinforce all residents' social capital and well-being. It can help bring together and change identities at the neighbourhood, city, and perhaps even regional, national, or European level. Political and civil society leaders can use these civic spaces to integrate diversity into a stronger, more widely shared sense of identity and to develop a more inclusive language to discuss common problems.

Immigration can raise questions in domestic and foreign politics as to the values that an increasingly diverse Europe have in common. The EU responds to this with its motto, "unity in diversity," defined in the preamble of the Treaty of the EU as "desiring to deepen the solidarity between their peoples while respecting their history, their culture and their traditions." The Council of Europe's White Paper on Intercultural Dialogue picks up this idea and makes it as relevant for immigrant integration as it is for European integration; "An absence of dialogue does not take account of the lessons of Europe's cultural and political heritage. European history has been peaceful and productive whenever a real determination prevailed to speak to our neighbour and to cooperate across dividing lines... Only dialogue allows people to live in unity in diversity."

More ideas and examples of intercultural dialogue and platform practices can be found in:

The activities of the 2008 European Year of Intercultural Dialogue:

www.interculturaldialogue2008.eu

The Rainbow Paper: Intercultural Dialogue: From Practice to Policy and Back, by Platform for Intercultural Europe:

<http://rainbowpaper.labforculture.org/signup/public/read>

White Paper on Intercultural Dialogue: Living Together as Equals in Dignity prepared by the Council of Europe:

www.coe.int/t/dg4/intercultural/default_en.asp



The legal framework as facilitator of dialogue

A dialogue platform can be situated in a particular context: in the workplace, school, cultural realm, public services, religious life, neighbourhood relations, foreign affairs, and so on. Each has its own opportunities for exchanging views and making decisions together. Policy-makers should ensure that citizens and third-country nationals have similar opportunities for participation in these contexts. Depending on the available



policies for political participation, this includes the right to form associations, political parties, or work-related bodies, receive capacity-building funding, vote in elections, or be consulted on an ongoing basis by government.

These policies allow for different elected representatives and other actors to emerge, who will then participate in platforms. The presence of this civic community can be thought of as the infrastructure that makes dialogue platforms possible in a given society.



In 2006, the Czech Ministry of the Interior adopted a more inclusive interpretation of Act 83/1990 so that any physical person—not just citizens—can form an association. Before, non-nationals could only do so if they involved at least three Czech nationals. In Spain, the Constitutional Court stated in its decision Nr. 236/2007 that there are certain fundamental rights which pertain to every person, regardless of administrative status, among which are the rights to association, reunion, demonstration and education. In Austria, the 2006 Act on the Chamber of Labour and the Act of Institutional Settings at the Workplace extended to all third-country national workers the right to stand for elections as shop-stewards (a union member who represents their co-workers in dealings with management) and as delegates to the Chamber of Labour (a platform representing all private employees).

The national programmes of the European Fund for the Integration of Third-Country Nationals can be used to fund the development of national, regional, and local consultative bodies and capacity-building programmes for third-country nationals and their associations to participate in the democratic process.



http://ec.europa.eu/justice_home/funding/integration/funding_integration_en.htm

A national or local authority who has demonstrated openness to structural, ongoing consultation and built up trust and understanding can use these skills to moderate a new dialogue platform and progress on to more sensitive topics.



Removing barriers in the legal framework to immigrant civic participation creates opportunities for the development of civil society and consultative bodies, who will later be key participants in a dialogue platform.



The Council for Ethnic Minorities in Denmark is the national consultative body, composed of locally elected integration councils. When a TV investigation found that local councils received low satisfaction ratings from its members and little trust from local politicians, the Council used its existing structure to facilitate five regional dialogue platforms on how best to conduct dialogue in the future. The local council members acted as key facilitators who could mobilise trans-ethnic networks and bring in municipality and media participants.



www.rem.dk

The Minderheden Forum is an independent umbrella organisation of 15 federations of over 1,000 local migrant organisations in Flanders and Brussels. Its funding and official recognition from the Flemish community gives the Forum the capacity to participate externally in new government dialogues and set the agenda. Internally, it hosts working groups and platforms for its members. Government has a “short-cut” to various minority groups without running the risk of selecting one as the “arbitrary spokesmen.” Members can speak up through the Forum and use its structures to build their organisation’s capacity.

www.minderhedenforum.be



Focus on a specific problem based on a community’s needs

Platforms should avoid a broad scope covering the entire concept of integration and, instead, opt for a focus on specific needs and issues, for instance on health, employment, education, harassment, and so on. A needs-based platform is based on the problems that are most relevant for a specific area—immigrants and natives alike. Refocusing on needs and issues as the common point of reference can steer clear of sometimes unnecessary distinctions made on the basis, for instance, of different communities. Critical to the success of a needs-based platform on a specific integration issue is listening to the host and migrant communities. Listening takes place not only in the design phase but throughout its implementation. This requires a significant and dedicated period of time for consultation, response, and feedback.

The need for a platform is assessed by asking the affected community to identify their key problems; whether they think others know of their problem; and whether they trust others to cooperate with them to solve it.



The Refugee & Migrant Forum Manchester seeks to empower refugees and asylum seekers to express their specific needs and aspirations to inform local and national decision-making. It builds respect and cooperation among Manchester’s refugee and migrant population and provides a space for sharing skills, information, and resources. The Forum was launched in 2006 on the basis of the Refugee Charter for Manchester, a statement of rights and responsibilities written by refugees and asylum seekers and endorsed by 100 policy and opinion-makers in Manchester, including the City Council.

www.mrsn.org.uk/forum



A process of consultation prior to the establishment of a platform reveals what key issues are creating the differences of opinion and suspicion which are frustrating community cooperation. This involves outreach to trans-ethnic networks, roles for independent facilitators, and linking up with new technologies to support ongoing dialogue outside the platform.



The 'New Neighbours Framework Programme' is a Barcelona municipal platform of service providers, public authorities, and NGOs working on facilitating family reunion. The planning phase identified the specific needs and tailored the platform's focus through a telephone survey with current family reunion applicants, focus groups with past applicants and their families, and meetings with the School Enrolment Office on the difficulties encountered in the educational system.

The INTI project 'Integration Exchange' led by Quartiers en Crise—European Regeneration Areas Network established eight Local Action Groups of local stakeholders and multilingual online platforms to gather local and regional expertise for transnational peer reviews about local implementation and awareness of the Common Basic Principles. Mutual learning and exchange within the Groups would build capacity and working relationships between the participating public agencies, community-based organisations, local anti-discrimination organisations, employers, trade unions, and researchers.



www.qec-eran.org

Needs should be explained in easily understood terms that have the potential to garner broad support from all parties. Common ground is easier to find when issues are framed in terms of combating social exclusion for various minority groups, or improving working conditions or parent-teacher relationships. Needs should also be adapted to fit changing circumstances on the ground, which allows for openings in the current political way of thinking.



Once a platform's focus is decided, it will be easier for its participants to find common ground if the problem has been framed in inclusive terms that apply to all residents.

On the question of who should be the members of a dialogue platform, conveners can either use a democratic approach for electing "representatives" or a more technical approach for selecting "participants." The challenge is choosing the method that is appropriate for the issue at hand, credible in the eyes of the interested parties, and mindful of the asymmetric power dynamics between state authorities, nationals, and non-nationals with limited political opportunities—especially newcomers.

The way to make a dialogue platform representative is through a democratic process. This is a procedure that is also followed with the official consultative bodies. The local consultative bodies in countries like Austria, Denmark, Germany, Luxembourg, Portugal, and Sweden that follow this recommendation can claim that their members are representatives of its third-country national population, in all its diversity.



Article 5.2 of the 1992 Council of Europe Convention on the Participation of Foreigners in Public Life at Local Level recommends that structural consultative bodies ensure: "that representatives of foreign residents... be elected by the foreign residents in the local authority area or appointed by individual associations of foreign residents."

<http://conventions.coe.int/Treaty/en/Treaties/Html/144.htm>

Most dialogue platforms with immigrants in Europe opt for a more technical approach. The convenors want the platform to be inclusive of the most relevant and effective participants. Relevance is determined by the participant's expertise on the problem being discussed, their general openness to dialogue and their connectedness. Effectiveness is determined by their capacity to act as potential agents of change. With this approach the appropriate question is not whether the resulting platform will be representative, but rather whether it will be inclusive of the most relevant and effective individuals and organisations.

A forum can also have mixed membership. Directly elected representatives bring in the voices of their constituencies and take a lead in dialogue and decision-making, while ad hoc participants bring in their expertise and capacity to promote follow-up actions.

Members of a platform are “representatives” when they are freely elected and “participants” when they are selected for their connectedness and effectiveness on the given problem. Conveners need to assess whether a democratic or technical approach will be necessary for their platform to be seen as a credible civic space in the eyes of the community.



The participation criteria should be objective, transparent and applied universally to any interested participant. The principles of dialogue necessitate that participation is voluntary and non-coercive. Special appointments or interference by conveners (especially in the case of authorities) are likely to undermine the platforms' credibility and effectiveness, with its results being seen as biased or rigged to suit certain interests.

It may make sense to leave the platform open, dispensing with eligibility criteria and a selection procedure. Many platforms are limited to very specific spaces and sectors (i.e. hospital administrators in a certain city) or in time (i.e. one-off, short-term, *ad hoc*). The most relevant participants will self-select based on the platform's scope and objectives.

The NGO Platform on EU Asylum and Migration Policy is open to all Brussels-based NGOs with a European network active in the debate on asylum, refugee, and migration policy development in the EU. It was created at the initiative of UNHCR, Amnesty International and the Churches' Commission for Migrants in Europe and acts as an open, informal, and politically neutral space for the exchange of information on diverse areas of expertise as well as coordination of advocacy strategies and work with national member organisations focusing on refugees, asylum seekers, or migrant communities or in countries of origin.



www.caritas-europa.org/module/FileLib/NGOPlatformfactsheetlayout.pdf





The Diaspora Forum for Development (DFD) in the Netherlands brings together 21 national Diaspora organisations representing migrants and refugees from sixteen countries of origin. It serves as a coordinating body by broadening these organisations' constituencies, building their strategic horizontal alliances, and increasing their voice in policy-making on migration and development. Migrant leaders were judged relevant to participate based on their ability to translate practical experiences into models for policy instruments. The format of meetings were organised with the aim of promoting uninhibited discussions among people of diverse backgrounds.



www.basug.nl/activities/DiasporaForumforDevelopment.pdf

A number of platforms adopt eligibility criteria related to composition. Most want to attain a balance between immigrant and host society groups. Others go further to include a diversity of perspectives from within immigrant as well as host society groups. Gender balance is frequently cited in countries with legal obligations or a strong culture of gender equality in decision-making. For the host society, age is an important factor for taking into account a diversity of views. For immigrants, generation (i.e. first, second, third) may be an important criterion. Depending on the issue, organisers might want a balance of religious, cultural, or ethnic organisations. This ensures that newer, smaller, or more fragmented groups do not "fall between the cracks."



Since 1997, the National Dialogue Structure for Ethnic Minority Groups has provided the Dutch government with a firm legal and financial basis for consultation with ethnic minorities that is complimentary to existing democratic principles. Any disputes between dialogue participants and government are settled by the Dutch Parliament. One of the four formal objectives of the Structure is to be a tool for canalisation in times of social tension. The law sets down the criteria for funding and participation. Minority organisations must have a nation-wide reach, include women and the second generation in leadership positions, and have a board with skills and expertise in various vital policy areas, such as housing, labour market, and education. The representativeness of minority organisations was evaluated in 2004 and 2005 on each of the criteria leading to the exclusion of one non-compliant organisation.



www.minderheden.org/lom.html

The national programmes of the European Integration Fund can also be used to enhance the civic participation of particular hard-to-reach or traditionally excluded groups, such as dependants of persons selected for admission programmes, children, women, elderly, illiterate or persons with disabilities.



http://ec.europa.eu/justice_home/funding/integration/funding_integration_en.htm

These various criteria mean that a platform does not disregard the internal contradictions and conflicts within the immigrant and host society population. It provides opportunities for these communities to come together, leading to greater networking and collaboration.

Sector-specific, short-term platforms can have open, differentiated memberships. Others can adopt eligibility criteria regarding relevance, effectiveness, and balanced composition. The aim of the criteria is to include stakeholders with the greatest expertise and impact on the various parts of the community.



Rules of engagement: equality and mutual respect among participants

All participants must agree on the principles of equality and respect and must be committed to universal human rights and the rule of law. No single participant, be it the host society, immigrants, or government, can claim to be the exclusive bearer or guardian of these basic values. This commitment is demonstrated through the openness with which participants engage with one another.

In practice, the equal treatment principle means that all participants are allowed to shape the platform's agenda and speak on an equal footing. Participants cannot hope to dominate the dialogue or leave as the winner like in a debate, since the aim is to develop a baseline of mutual understanding and trust that facilitates coalition-building and practical cooperation.

A process that respects the equal treatment of participants must address the inherent inequalities in public/private/NGO partnerships and in majority/minority power dynamics. Host society NGOs may have official state functions and more favourable access to resources, which gives them greater capacity to participate than smaller immigrant NGOs. Indeed access to resources and religious and cultural recognition may be the very tension that dialogue hopes to address. Without addressing possible power imbalances, dialogue platforms may become a symptom of the problem that they aim to address. Participants can show sensitivity to these dynamics by considering measures that enable immigrant representatives to make equally valuable and valued contributions.

'Initiative Minderheiten,' also known as the 'Platform for Minorities in Austria', advocates for the equal treatment and rights for minorities, defined as those experiencing discrimination based on ethnic, social or religious affiliation, sexual orientation, or disability. The definition is based not on a group's numbers but on their lack of power to live their life concept in a fair and equal manner. The goal of the non-governmental organisation is to build alliances among associations, organisations, and individuals from these various groups in order to support specific social-political appeals.

www.initiative.minderheiten.at





Funding: a partnership approach to equality and respect

Given that many NGOs and immigrant associations are run by volunteers and working with hard-to-reach, diverse communities, platforms can consider the idea of a “partnership” to address important operational hurdles like funding. Partnership may be more applicable for civil society and minority organisations, which follow different models of participation and face different financial realities than state actors, social partners, or other well-established stakeholders. Decision-making on the allocation of resources does not interfere with the dialogue process when it is decentralised, evidence-based, and fully transparent. In this way, organisations can receive the technical means to participate as dialogue partners without compromising or appearing to compromise their fundamental responsibilities as democratic representatives of their constituencies or members.



In keeping with a partnership approach, convenors fund the participation of NGO and volunteer organisations in exchange for their expertise and contacts.



The Technical Support Office for Immigrant Associations (GATAI) in Portugal works with the Consultative Council for Immigration Affairs to make decisions on the recognition of immigrant associations and provide technical support to a network of different immigrant communities. The rationale is that those with the statute of an Immigrant Association are legitimate representatives best placed to partner on cultural activities. GATAI provides space, facilities and technical expertise, participates, assesses and monitors projects, and organises regular meetings with immigrant associations. Between July 2002 and February 2005, 88 requests for financial support were approved to the tune of approximately 962,000 Euros.



www.acidi.gov.pt/modules.php?name=News&file=article&sid=2674

CAISA is an International Cultural Centre founded in 1996 and supported by the City of Helsinki Cultural Office. It supports the cultural activities of ethnic groups at the city level as a way to facilitate interaction between immigrants and the rest of Helsinki's population. A recent evaluation concluded that immigrant associations benefited greatly from material and in-kind support, since they could not generate sufficient resources to organise their activities and target a Finnish public.



www.caisa.fi

The House of National Minorities in Prague, Czech Republic, provides office space and grants to minority civic associations. The House serves as a contact point for cooperation and meetings between national minorities and interested members of the public.



www.dnm-praha.cz

Building baseline knowledge and skills

Trainings and briefings can be used to introduce all partners to the rules of the game, prepare them with baseline knowledge, intercultural competencies, and provide a toolbox of skills and strategies. Trainings in leadership and mediation skills may also enhance the ability of the convener to lead a dialogue platform. Dialogue platforms can thus form part of the intercultural learning strategy of organisations.

The platform 'Generation' in Amadora, near Lisbon, Portugal, aimed to develop a better understanding of the dynamics behind feelings of social exclusion, truancy and school dropout among immigrant youth in this under-privileged urban neighbourhood. A Congress and workshops with youth were organised by the district government, voluntary organisations, state schools, and a local parish council. Five young residents were trained as facilitators to act as bridges between the neighbourhood and outside communities.

www.eukn.org/binaries/portugal/bulk/practice/2008/3/generation.pdf

The European Union Trade Confederation (ETUC) provides its members with a research report and action plan on collective bargaining on issues of concern for migrant and ethnic minority workers, which can be used as a tool for dialogue on integration in the workplace. These documents present the main points that collective bargaining policies should cover and highlights the various successes of national confederations or member organisations.

www.etuc.org/r/113

The Association Migration Solidarité et Echanges pour le Développement (AMSEAD) in Strasbourg, France organised a two-week exchange entitled 'A meeting of cultures' for 36 youth from three European receiving countries (Germany, Sweden, and France) and three Mediterranean sending countries (Turkey, Lebanon, Algeria). Half-day seminars, cultural workshops, and visits were dedicated to migration and inequalities between North-South, identity and cultural diversity among minorities, the role of religion in integration, and how Europe should deal with immigrants' rights.

<http://amsed.fr/echanges.php>

A practical approach

Decisions on the implementation and running of a platform (i.e. its structure, venue, and timing) can take a practical approach based on the principle of active inclusion. This approach entails creative and flexible solutions, such as evening consultations for workers, childcare services for parents, and covering transportation costs for those in need. Given that people's actual levels of language knowledge and comfort may, in practice, be lower than those they report, the availability of interpreters can ensure that language capacity does not become an obstacle to building mutual trust and



understanding through dialogue. Lastly, agendas and schedules should leave room to address the new issues that will inevitably emerge when partners are convened and the process is underway.



When decisions about how to implement the platform (i.e. structure, venue, timing, interpretation) are based on the principles of active inclusion, each small practical step adds up to creating a culture of open and respectful dialogue.



A key priority of Ireland's Health Service Executive's National Intercultural Health Strategy is the implementation of ethnic equality monitoring. Part of making planning and evaluation more responsive and evidence-based is knowing the health needs and outcomes of service users from diverse backgrounds. The strategy's consultation process used many flexible and creative responses to actively engage "hard to reach" groups like migrant workers, the undocumented, and those women from conservative backgrounds who are uncomfortable with public sessions. Coordinators arranged evening consultations, used different formats from large workshops and surveys to small focus groups and individual interviews, provided support for transport and childcare, and ensured that interpreters were available when required.



www.lenus.ie/hse/bitstream/10147/45775/1/9101.pdf

Ensuring coherence across sectors and levels of governance

Across Europe, dialogue platforms have emerged in an unplanned and uneven manner across many different sectors. Government consultative bodies or collective bargaining guidelines on issues of integration have existed in Northwest Europe since the post-war period, while national inter-religious dialogues are more recent inventions. Numerous projects have emerged in the cultural and educational sector in the past decade and with ever greater pace during the 2008 European Year of Intercultural Dialogue.

Dialogue platforms may have to address intersecting topics, for example; access to housing, healthcare and education. Taking on the role of convener of a dialogue platform obliges a public authority to assure policy and dialogue coherence.



Equalities Partnerships in the UK bring together local Councils and key public bodies like police, primary care trusts, and volunteer services to discuss and coordinate their equality and diversity work on service delivery in the community. One example is the Sefton Equalities Partnership.



www.sbp.sefton.gov.uk/Default.aspx?page=357

From ad hoc to ongoing dialogue and action

The launch of a platform raises public and stakeholder expectations that the issues at hand will be addressed successfully. Therefore, planning for outcomes needs special attention. Conveners will spend a great deal of their time maintaining the platform's focus and managing the multiple interests of its participants. They should not forgo the opportunity of having stakeholders around the table who have the capacity to deliver on the Platform's goals. Otherwise, platforms end up as "talk shops." This can lead to consultation fatigue, whereby stakeholders lose interest in participating in the next platform if nothing was done with what they said in the last one.

Dialogue platforms cannot be expected to work as "a quick fix." Translating dialogue into action requires that participants, from the very beginning, see the platform not as a one-off event, but as part of a process where they can make a "critical engagement." The obligation for follow-up is greatest for the organisers themselves, especially if it is a public authority convening the platform.

Depending on the degree of mutual understanding and trust attained among participants, a platform can expect to have different outputs and impacts on participants and on the community.

For example, dialogue takes the shape of a mutual exchange of information. Participants state their interpretation and positions on a given situation. The fact that the various parties sat down for an open and respectful exchange of views can serve to reassure the public, albeit symbolically and momentarily.

Participants come out of dialogue with a newfound sensitivity to different opinions. As a sign of trust, they accommodate these differences at a rhetorical level. These slight adjustments filter down into peoples' ways of thinking and speaking about the issue. In this scenario, participants accommodate each other with public discourses that are less radical and more inclusive.

Taking this one step further, participants agree on a shared, more complex understanding of the issue and identify common ground and benefits of diversity. Partners conclude with expressions of mutual trust and open calls for societal action meant to inspire follow-up from others in the public and civil society. These outputs might have a greater impact on peoples' way of thinking and speaking. The appeals might lead to *ad hoc* community actions that strengthen, at least temporarily, a community's social and associational networks.



The 'German Islam Conference' (DIK) is the Ministry of Interior's ongoing process of dialogue with Germany's residents and citizens of Muslim backgrounds on topics like integration, extremism and the principles of social and religious policy. As a result of the 2007/8 plenary sessions, the 15 participants from different levels of governance and 15 from the German Muslim communities agreed to an interim summary of the conclusions of the four DIK working groups, defining a shared understanding of integration, funding research to gather more empirical data on the situation of Muslim life in Germany, describing ways to accelerate the introduction of Muslim religious instruction in public schools, raising media awareness and providing a clearinghouse for further cooperation. A new website attempts to increase transparency on the consultations and recommendations, enhance acceptance of the dialogue by creating greater opportunities for participation, and increase the objectiveness of German debates on Islamic religious practices.



www.deutsche-islam-konferenz.de

In the course of dialogue, participants also arrive at concrete frameworks for follow-up action.

They can decide to make the dialogue sustainable by institutionalising the platform. If the convener is a public authority, they can mainstream it into the consultation infrastructure of the relevant government department(s). The outcomes brought by this institutional change include stronger associational networks and a shared sense of purpose among organisations working on the same issue.



The 'Round Table Muslims' and the Muslim Council were established to make contact between representatives of Muslim organisations and the city of Munich's vice-mayor's office. The platforms have become established networks, leading to the City Council's adoption of a proposal on Muslim funerals and the introduction of Muslim religious instruction in close cooperation with Munich schools and the round table.



www.muenchen.de/interkult

Ireland's National Consultative Committee on Racism and Interculturalism (NCCRI) acted as a platform for intercultural dialogue with the aim of building consensus and informing policy development from 1997 until 2008 when it was mainstreamed into government work.



www.nccri.ie

Participants can likewise decide to establish new platforms on other problem issues. Membership can be reopened and readjusted while the convener role is rotated. The outcome is that participants capitalise on mutual understanding and trust in one area to tackle another, with the hope of a positive spill-over effect.

Participants make short-term commitments in each of their work programmes to undertake joint activities. These public actions use participants' newfound mutual understanding and trust as a starting point to raise understanding and trust among their constituents and the general public. The outcomes are temporarily stronger associational and social networks. Coordination and enforcement mechanisms are introduced to ensure the collective implementation of activities within a given timeframe and in a structured manner.

In order to translate dialogue into action after the first Integration Summit in Germany in July 2006, the 'National Integration Plan' defined clear targets as well as more than 400 measures and voluntary commitments of state and non-state actors at the various levels of governance. A first progress report was presented in November 2008.

www.bundesregierung.de/nn_6516/Content/EN/StatischeSeiten/Schwerpunkte/Integration/kasten1-der-nationale-integrationsplan.html



Conveners should avoid being too prescriptive when discussing possible actions. Platforms are more likely to obtain buy-in for follow-up when coming from their own ideas. For instance, "critical engagements" include the right to protest, petition, advocate, and represent various interests. Participants and the public also expect to see government embedding their responses in its future work plan.

The Federal State of Berlin's Action Programme for Social Cohesion in the Neighbourhood has dedicated half a million Euros in 2007 and one million in 2008/9 to 'Tandem projects,' to building lasting cooperations between immigrant organisations and host society/public institutions. Joint projects are being implemented on youth education, anti-discrimination, and adult training with the short-term aim of knowledge transfer and capacity-building for immigrant associations.

www.berlin.de/lb/intmig/index.html

The Council of Religions in Genoa has had regular dialogue meetings between 16 religious communities, and two ecumenical associations, with the aim of encouraging better knowledge transfer and communication with public administration. Every year the Council aims to create at least one joint publication and joint activity involving citizens of different cultures and religions.

www.comune.genova.it



Participants make longer term commitments for cooperation with the hope that short-term gains endure, even when the dialogue platform no longer exists and the public eye and political agendas have turned to other issues. To do so, they build in public evaluation and feedback mechanisms on the performance and outcomes of their joint activities.



The 'Day of Dialogue' in Rotterdam is currently run by a platform of representatives from 74 diverse organisations. Members train the day's dialogue facilitators, who are entrusted with creating a safe environment for participating Rotterdammers to learn from each other on central themes like living together in a multicultural city, sense of belonging, and identity. Members also use their respective networks so that the Day can reach a wide cross-section of the city without a large PR budget. Members say that working together in the platform has become a goal in itself for their organisations. 1700 Rotterdammers took part in the Day of Dialogue in 2007. Evaluations show that participants are very enthusiastic about the process. The organisers note that the idea has been picked up by 20 cities in the Netherlands as well as Berlin and Brussels.



www.dagvandedialoog.nl

The Birmingham Women's Peace Group (1993-2006) was a small prayer group formed as part of a women's prayer chain in response to the Bosnian Wars. It progressed from being a bonding ecumenical to a bridging interfaith group, at its height involving 80-100 women per meeting from 30 nationalities and diverse faiths, races, ages, and social backgrounds. Participants increased their understanding of each other's faith, work and life experiences through open discussion. Their dialogue led to an increasing number of community service projects, group travel, networking with other integration actors, and fundraising efforts for disaster relief, refugee women, and migrant service organisations. One of the major outcomes was the hiring of Muslim, Sikh and Hindu female Chaplains in Birmingham hospitals.

'Immigrant fathers make community safer' began in 1997 in the Nørrebro district of Copenhagen, Denmark. In order to address violent clashes between the police and second-generation youth, a group of 70 fathers and the local imam organised a dialogue with a group of boys about personal and community responsibility. The local council and volunteers from the Red Cross later gave support to their activities, which expanded to involve second-generation girls and include Danish and Arabic lessons. The project was evaluated to have increased trust between the fathers, youth, and local council.



www.idebanken.no/english/Goodexamples/bibliotek_engelsk/ProjektID.asp?ProjektID=256

4.2 Roles for a leading public authority or civil society organisation

Recognised public figures will need to bring their backing to a platform in order to fit it into the policy-making process on integration and the intercultural competencies of all. Policy creates the framework in which civil society undertakes dialogue. Public authorities can mainstream dialogue into their work and magnify its impact by linking it to various levels and sectors. However, those best placed to give backing to a platform may not have capacity to lead or organise them.

The principles of subsidiarity and proximity put forward authorities at lower levels of governance closest to residents as particularly credible and well placed to act as convener and chair. A city's work with individual immigrant groups, the immigrant community, local neighbourhoods, and the entire municipality are better coordinated through a platform, which itself becomes a visible sign of multiple community engagement.

Platforms can also emerge as civil society initiatives, between analogous cultural, educational, and religious organisations. Foundations, social partners, or other actors in the private sector may also be the drivers behind their creation.

Four phases can be identified in any dialogue platform, namely agreement and preparation, dialogue and exchange, reflection and reporting, and evaluation and action. Public authorities and civil society leaders undertake different roles during these phases.

Agreement and preparation

Authorities at the local, regional, national, and European level can act as funders and encourage the development of dialogue platforms through the priorities and terms of reference of their calls for proposals. To that end a specific fund may also be established. Otherwise, authorities can assist in the acquisition of funding by making links with other possible donors and managing their expectations.

The dialogue that arises from platforms is the result of extensive preparation and discussion between the partners and their respective bases. In order to best inform the agreement of objectives, public authorities can support an exploratory mission that evaluates the current situation, the expectations of various parties, and the methods of dialogue needed. They may fund or provide trainings, research, and briefings on the living situation of migrant residents and on relevant socio-economic, integration, and anti-discrimination policies. They may also assist in the organisation of meetings between dialogue partners and the organisations, members, or residents that they represent. Authorities may need to consider measures or funding policies that tackle possible perceptions of co-option, in particular of migrant community organisations.

Public authorities or civil society leaders make a dialogue platform possible by funding the preparatory needs assessment and community consultation, the secretariat, and the participation and training of its members.



For instance, in Spain, the Foundation Luis Vives plays this role to enhance the capacity of NGOs, especially migrant NGOs, through the provision of specialised technical assistance and contribution.

www.fundacionluisvives.org





Dialogue and exchange

The least active role that public authorities may play is as an observer to listen to and learn from the platform's exchange. They may be further called to speak as an expert in a particular area of policy. Public authorities can be accorded the more formal role of convener. This role may be shared with civil society actors, foundations, and social partners that are often behind dialogue platforms. This role involves hosting the platform and setting the stage with introductory or concluding remarks. They may be invited to assume the more active role of moderator with the responsibility to chair the meeting and coordinate the agenda with the partners. Their commitment may increase if high levels of mistrust among partners require them to mediate. Lastly, public authorities may directly participate in dialogue as the most relevant and representative partners to address a bridging issue, especially in response to dramatic political or social events.



Authorities or civil society actors can play several roles: an “honest broker” facilitating an open and respectful exchange of views, a convener or moderator, a normal participant, a consulted expert, or an interested observer.



Dublin City Council is promoting integration through political participation with the ‘Migrant Voters Project’. Young trusted immigrant leaders, particularly from newcomer groups, are trained and provided with multilingual promotional materials and resources to set up target get-out-the-vote sessions in their communities.



www.dublin.ie/arts-culture/migrant-voters-campaign.htm

In Spain, the public Foundation ‘Pluralismo y Convivencia’ (Pluralism and living together) operates as a dialogue platform with representatives of different minority religious communities and then supports the projects they develop in the cultural, educational and social integration fields. Another action is to spread information about these religious communities within the Spanish society with the aim of fighting public stereotypes and prejudices.



www.pluralismoyconvivencia.es

Reflection and reporting

Dialogue does not end with the actual exchanges. Rather it represents an ongoing process of reply and reconsideration, agreement and contradiction, similarities and differences, protocol and experiment. The process is carried on through further discussions, bilateral meetings, research, consultation meetings, and so on.

The role of convener or moderator may be accompanied by duties as a secretariat. This responsibility facilitates communication and the proper functioning within the platform. The writing up and maintenance of the platform's outputs may also serve a clearinghouse function. Outputs include internal texts like minutes, rules of order, and records and evaluation reports. There are a range of possible external outputs, from framework agreements on minimum standards for dialogue, to frameworks for common action, guidelines and codes of conduct for organisations, common policy priorities, joint opinions, declarations, toolkits, and so on. These outputs are made accessible to the general public who may draw on these materials for further dialogues and *building* exercises.

Assistance from public authorities in dissemination can also be an essential component of a dialogue platform's outreach strategies. Support in the development of a communications strategy can increase a dialogue platforms' ability to generate press interest and make contacts with educational institutions, civil society, and political actors in other Member States and at the European level. They can monitor the process to ensure that information reaches the many elements of society, including vulnerable groups. They can also make statements that put dialogue into context and manage the expectations of different actors and the public.

In 2008, the Dublin City Council Development Board launched 'Towards Integration: A City Framework,' a new framework for cooperation between state, local government, business and social partners. Stakeholders in the platform are encouraged to promote partnerships for the implementation of integration policy. For instance, they review and adapt their policies and priorities on the basis of a common 10-point Charter of Commitment. The platform intends to act as a starting point for consultation with immigrant communities to identify key problem areas, a focal point for networks and research, and facilitator of an Annual Integration Dialogue and of integration forums at area level.

www.dublin.ie/uploadedFiles/Culture/Towards%20Integration%20Final.pdf



Evaluation and action

In their role as convener, moderator, and often as funder, public authorities may be invited to conduct the evaluation. Evaluation of dialogue platforms is a problematic area that has been flagged up for further discussion by practitioners. Despite a positive assessment of the dialogue by the partners, each may draw different lessons and conflicting views from the exchange, while the underlying societal issues are likely to persist. In their role as evaluators, public authorities will have to find various means to measure the outcomes of dialogue platforms. They will need to represent the interests and views of the involved partners through various qualitative and quantitative means like surveys and interviews. A second phase may consist of deliberations before arriving at any final conclusions.



In 2007/8, the Austrian Federal Ministry of Interior and the Austrian Integration Fund organised the 'Integration Platform,' to which members of government, federal states, religious communities, migrant organisations, and expert NGOs were invited. The Ministry of Interior's national action plan served as the basis for a nationwide discussion linking expert findings, citizens' ideas and community initiatives. 40,000 visited the website and 6,000 participated in a traveling information campaign to 20 cities, which led to over one thousand suggestions. The results of the 'Integration Platform', including the expert reports, informed the development of a National Action Plan for Integration in Austria.



www.integration.at

Lastly, public authorities may choose to translate the outcomes of dialogue into action by the various partners in dialogue. Platforms may spawn new dialogue platforms, information campaigns, petitions, referendums, courses, public services, handbooks, festivals, volunteer projects, brochures, research papers, textbooks, websites, artistic projects, and so on. Public authorities or other third parties can fund or oversee the implementation of any agreements on common actions that emerge from dialogue platforms. They can also ensure long-term continuity by creating feedback loops with other dialogues or mainstreaming it into their consultation procedures. In this way, public authorities help to cement the cooperation and trust generated by dialogue.



Local Councils in the UK can use national 'Best Value Performance Indicators' on the Level of the Equality Standard for Local Governments to self assess the quality and progress of their work on equality and diversity. Level 2 looks at whether local authorities have development assessment and consultation platforms bringing together the various parts of government.



www.communities.gov.uk/localgovernment/performanceframeworkpartnerships/bestvalue/bestvalueperformance

Accenture's Institute for Public Service Value conducted eight 'Global Forums' (including in London, Berlin, Paris, and Madrid) which brought together focus groups of 60-85 local inhabitants representative of city demographics. Their feedback was used to make a 'Public Service Value Governance Framework' as a more publically engaged model of governance for citizens to work with elected officials to shape and direct public services.



www.accenture.com/NR/rdonlyres/468CFD7A-73CC-4047-B56D-D647DF271D45/0/ExecutiveOverview_051508.pdf

Conclusions

1. A dialogue platform is a civic space in which to begin an open and respectful exchange of views among immigrants, with fellow residents, or with government. The objective is for participants to develop shared understanding and trust on a specific problem and find common ground for working together to solve it.
2. Removing barriers in the legal framework to immigrant civic participation creates opportunities for the development of civil society and consultative bodies, who will later be key participants in a dialogue platform.
3. The need for a platform is assessed by asking the affected community to identify their key problems; whether they think others know of their problem; and whether they trust others to cooperate with them to solve it.
4. Once a platform's focus is decided, it will be easier for its participants to find common ground if the problem has been framed in inclusive terms that apply to all residents.
5. Members of a platform are "representatives" when they are freely elected and "participants" when they are selected for their connectedness and effectiveness on the given problem. Conveners need to assess whether a democratic or technical approach will be necessary for their platform to be seen as a credible civic space in the eyes of the community.
6. Sector-specific, short-term platforms can have open, differentiated memberships. Others can adopt eligibility criteria regarding relevance, effectiveness, and balanced composition. The aim of the criteria is to include stakeholders with the greatest expertise and impact on the various parts of the community.
7. In keeping with a partnership approach, convenors fund the participation of NGO and volunteer organisations in exchange for their expertise and contacts.
8. When decisions about how to implement the platform (i.e. structure, venue, timing, interpretation) are based on the principles of active inclusion, each small practical step adds up to creating a culture of open and respectful dialogue.
9. Public authorities or civil society leaders make a dialogue platform possible by funding the preparatory needs assessment and community consultation, the secretariat, and the participation and training of its members
10. Authorities or civil society actors can play several roles: an "honest broker" facilitating an open and respectful exchange of views, a convener or moderator, a normal participant, a consulted expert, or an interested observer.



Chapter 5

Acquisition of nationality and the practice of active citizenship



Nationalities indicate peoples' legal bonds with States. The nationals and the State bear certain duties and hold certain rights in relation to each other. Nationality is acquired through multiple legal processes, including naturalisation and *ius soli* acquisition (birth in the country). Although there are many types of citizenship in today's world, the basic concept is about the exercise of the rights and responsibilities that come with being a member of a liberal democratic community (as a national, an EU citizen, a local resident, an economic, social and cultural actor, and so on). Active citizenship links the multiple identities of its members together and enables them to contribute to the economic, social, cultural, civic and political life of societies.

This chapter focuses on the dual strategies for the promotion of immigrant integration through the acquisition of nationality. A citizens-centred approach to integration implies opening multiple citizenship pathways leading to the acquisition of nationality. Certain legal and policy barriers found to unintentionally exclude or discourage immigrants from applying can be removed, leading to greater openness among the general public and higher acquisition rates among immigrants. Elements of an administrative procedure that are most likely to expedite the process can be enhanced, leading to greater service satisfaction among new citizens and greater efficiency in the implementation of measures like language assessments. One component of facilitating procedures that has received higher priority in several Member States is greater involvement of the general public, for instance through naturalisation ceremonies. Encouraging active citizenship among new and old citizens allows them to shape the shared future of a diverse society.

The acquisition of nationality, and consequently of EU citizenship, are exclusively regulated by Member States' laws and policies. Citizenship has, however, been brought up at several Ministerial and European Council Meetings as well as in European Commission Communications. The European Court of Justice has also repeatedly addressed cases that concern the nationality law of Member States.

In 1999, the Tampere European Council endorsed the objective that long-term legally resident third-country nationals be offered the opportunity to obtain the nationality of the Member State in which they are resident.

According to the 2005 Common Agenda for Integration, the implementation of Common Basic Principle 9 (participation of immigrants in the democratic process) is strengthened at national level through the elaboration of national preparatory citizenship and naturalisation programmes.

The 2007 Potsdam informal meeting of the EU Integration ministers invited European cooperation to explore and clarify "the various conceptions of and approaches to ideas of participation and the various conceptions of citizenship under discussion, taking into account the relevant EC *acquis* that relate to the integration of immigrants and Member States' Constitutional and legal systems as well as exchange views and experiences on naturalisation systems applied by Member States."

5.1 Concepts and multiple interests in the shared future of a diverse society

“Nationality” and “citizenship” are used interchangeably in everyday speech. The two concepts are even difficult to disassociate in a number of European languages.

The European Convention on Nationality was signed in Strasbourg on 6 November 1997 and entered into force on 1 March 2000. This comprehensive convention of the Council of Europe embodies the essential principles and rules applying to all aspects of nationality, such as the prevention of statelessness, non-discrimination, and respect of the rights of persons habitually resident on the territories concerned. So far, the Convention has been signed by 18 EU Member States and ratified by 11.

<http://conventions.coe.int/Treaty/Commun/QueVoulezVous.asp?NT=166&CM=1&DF=7/5/2007&CL=ENG>



“Nationality” is defined in the European Convention on Nationality as the “legal bond between a person and a State and does not indicate the person’s ethnic origin.” This bond sets out the rights (political, economic, social, cultural, etc) and responsibilities that are reserved for nationals of a state. Multiple nationality is defined as the simultaneous possession of two or more nationalities by the same individual. Article 15 of the Universal Declaration of Human Rights (1948) establishes that every individual has the right to a nationality, which the state cannot deprive in an arbitrary manner. Likewise, an individual has the right to change nationality through the renunciation of one and/or the acquisition of another. Naturalisation is one legal process through which non-nationals may acquire nationality of a State.

“Citizenship” is about the exercise of those rights and responsibilities that come with being or becoming a member of a particular entity (i.e. a state, a region, a city, and professional organisations, political parties, social movements, and religious organisations). It is less a concept in law as it is one of political philosophy. The entity commits to open its membership by adapting rules for entry to encourage potential new members and providing the conditions for them to participate as active members. New members, coming from various communities, commit to also having a stake in the future of this community and taking up opportunities for membership and active participation. Existing members are committed to welcoming new members, treating them as equals, and sharing with them the future of the entity.

“National citizenship,” the classic link between the legal and political philosophical concept, can be defined as the uptake and exercise of the rights and responsibilities that are reserved for nationals.



Yet, as concepts, citizenship and nationality have also been disassociated and their meanings multiplied in contemporary politics. New legal forms of supra-national and sub-national citizenship have been created through European and international cooperation. The opportunities and conditions for participation in these forms of citizenship are regularly monitored at international level.

“Civic citizenship” emerged from European cooperation on integration as a concept to enhance solidarity and a shared sense of belonging among nationals, EU citizens, and legally-resident third-country nationals. The state commits to granting legally-resident third-country nationals greater rights and responsibilities, based on the length of their residence.



<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52000DC0757:EN:HTML>

“Citizenship of the European Union” is based on EU Member State nationality. EU nationals living anywhere in the Union should be conferred the same set of fundamental rights and responsibilities. For example, they have the right to move freely and reside in another EU Member State, live together with their family, and vote and stand in elections in their municipality and for the European Parliament.

Since 1974, the subjective side of EU citizenship has been regularly monitored in the Standard Eurobarometer in terms of EU citizens' sense of belonging, perceptions of main policy concerns, support for membership, image of the European Union and trust in its institutions. Data is also available on the exercise of EU citizenship rights.



http://ec.europa.eu/public_opinion/standard_en.htm



www.eurofound.europa.eu/pubdocs/2006/59/en/1/ef0659en.pdf

Furthermore, new, non-legal forms of citizenship have been developed around the active exercise of rights and uptake of obligations in communities that operate above and below the national level.

Active citizenship has been measured by the European Commission in terms of participation in political life, civil society, community life, and the shared values needed for active citizenship (i.e. human rights, democracy, intercultural understanding).



<http://active-citizenship.jrc.it/Documents/active%20citizenship/Measuring%20Active%20Citizenship%20across%20Europe.pdf>

Opening up citizenship pathways

As first generation immigrants put down roots in their country of residence, they choose to take part in various forms of citizenship. States, regions, municipalities, employers, and educational institutions – all have a stake in opening and fostering citizenship pathways that lead to the acquisition of nationality. This citizens-centred approach to integration can be described as measures eliminating the impediments to participation and supporting organisations that bring about new forms of citizenship open to immigrant and native residents. These measures range from citizenship education in schools, to community education classes, local voting rights and outreach, and co-development programmes with countries of origin. Pathways that foster active, voluntary participation can be designed to be:

- Viable (low barriers to entry and participation);
- Varied (taking into account immigrants' own abilities and aspirations);
- Open to all residents (fostering frequent interaction and equal treatment);
- Well-organised (aligned to quality standards for active citizenship and lifelong learning).

The interest of citizens and citizens-to-be

Immigrants who plan to settle down in their country of residence have an interest in taking up nationality and its full set of rights and responsibilities, including the right to access employment in many parts of the public sector, free movement rights and full formal democratic rights. A cross-national survey of NGOs that offer support to naturalisation applicants identified other incentives depending on the national context: securing residence rights, equal social rights and an end to administrative difficulties.

An applicant may or may not perceive naturalisation as their ultimate integration aim. The acquisition of the legal status of a national does not ensure against enduring exclusion or discrimination based on their ethnic, religious, or national origin, which can be remedied through political participation and anti-discrimination.

Immigrants who see their future in a country have an interest in living there permanently as full members of the national community.



Nationality and citizenship are receiving greater priority within policy circles and civil society. Migration and integration can be the drivers linking various levels of identity together. The local feels more international, national histories feel more universal and relevant in an interconnected world. The various levels of identity are made more complementary, whereby a resident of Cardiff may feel at once Welsh, British, European, a citizen of the Commonwealth and a citizen of the world.





Although nationality changes through law, identities evolve and become more dynamic through active citizenship. Receiving societies have an interest in encouraging immigrants to acquire nationality, enabling old and new citizens to shape a common future in a diverse society.

The interests of citizens and citizens-to-be repeatedly converge when it comes to the new generation. Immigrants' children and grandchildren, born and socialised in the country like the children of nationals, make up a substantial part of the population in many historical countries of immigration. The so-called second and third generations often see their country of birth as an important part of their identity and know no other country as their own.

The interest of the country of immigration

The state has a democratic, social, and economic interest in facilitating the acquisition of nationality by the long-term non-national population, especially by the children born in the country.

The acquisition of nationality prevents the emergence of long-term democratic deficits when third-country nationals find themselves outside the democratic procedures in their country of origin and in many EU Member States. The country of origin cannot be relied on to act in the country of residence's affairs on behalf of citizens, who are long-term residents abroad or generations removed from the country. The principle of enfranchisement comes into play, whereby those living by a country's laws have an equal say in their making.

Long-term social and economic integration deficits can be countered through the acquisition of nationality and the exercise of active citizenship. Besides the many tangible benefits that clearly come with nationality, an intangible "premium on citizenship" has been observed in comparative research. Employers tend to prefer hiring residents who have the country's nationality over those who do not. The public sector expresses a similar preference for nationals in its employment requirements. The idea of a premium on citizenship is therefore explained by the greater return on investment that comes with greater opportunities for participation and greater host society openness to naturalised citizens.

The removal of these employment barriers is one of the major observed impacts of becoming a national. Longitudinal surveys show, that in the years following naturalisation, new citizens, especially former third-country nationals, enjoy greater occupational mobility and rapid growth in their wages, "catching up" with the national average. The benefits of naturalisation will differ in scale, depending on structural factors (the premium that the state and host society put on national citizenship) and personal factors (like age). The acquisition of nationality presents itself as a further tool to promote equal opportunities by bringing permanent third-country national residents under the scope of national and EU anti-discrimination legislation.

Countries of immigration have an interest in securing full socio-economic and political inclusion through the recognition of full citizenship for its settled residents.



Remedying low naturalisation rates

The fact that Europe's settled immigrant population has been growing over the past quarter century means that more candidates are eligible for the acquisition of the EU's nationalities. Acquisition rates have tended to rise in most countries, but diverge and fluctuate across the EU. From 1996 to 2005, they remained relatively static in countries like Italy and Spain, while they fluctuated significantly year-to-year in Denmark and Hungary. Some increased over time, as in Finland and the UK. Others peaked and later subsided, as in Austria and Belgium. Others declined, sometimes sharply, as in the Netherlands.

Despite the general rise in the number of new citizens, rates remain low across the EU, especially in comparison to traditional countries of immigration like Australia and Canada which emphasise the importance of the acquisition of nationality for immigrant groups. For example, in the EU-27 in 2006, only 25 citizenships were granted per 1,000 foreign residents. Only a small proportion of the non-nationals eligible to acquire nationality actually apply. The rest remain "civic citizens" for the rest of their lives in the country, whether by choice, circumstance, or complications in the naturalisation process.

There are many explanations for persistently low and divergent rates of acquisition of nationality in the EU. One is that the incentive to acquire nationality is lower for long-term residents and EU citizens living in another EU Member State. For example, long-term residents have secured relative residence security and already receive equal treatment with national citizens in employment, education, healthcare, and local elections. Many more aspects of nationality policies and procedures impact their opportunities to integrate and their later participation as national citizens.

Persistently low rates for the acquisition of nationality can be raised by removing certain elements in nationality law that unintentionally create major obstacles discouraging applications from the settled non-national population.



EU-wide mappings of national policies on the acquisition of nationality and its links to migration can be found in:

Acquisition and Loss of nationality: policies and trends in 15 European Countries, prepared by the NATAC project

www.aup.nl/do.php?a=show_visitor_book&isbn=9789053569498

Citizenship policies in the new Europe, prepared by CPNEU project

www.aup.nl/do.php?a=show_visitor_book&isbn=9789053569221&l=2





5.2 The acquisition of nationality

Residence requirements within the reach of newcomers

Two major requirements that determine eligibility for naturalisation are legal habitual residence and a certain number of years' residence. The European Convention on Nationality sets a maximum residence period of ten years. This does not take into account state priorities on facilitating immigrant integration. In the context of naturalisation, facilitation, according to the explanatory report of the European Convention on Nationality, can include a reduction of the length of required residence, less stringent language requirements, an easier procedure and lower procedural fees.

Many first generation immigrants acquire genuine and effective links and practical knowledge of the country after just a few years' residence. They may fulfil conditions for membership and wish to commit to the rights and responsibilities of national citizenship. Immigrants in several countries become eligible to apply for naturalisation around the same period as they become eligible for long-term residence as set down in the EC directive. They can then choose between becoming a full national citizen or a "civic citizen."



The eligibility criteria for naturalisation can reflect the fact that ordinary newcomers may be qualified and eager to become national citizens after a few years' residence.



As intended, the reforms of the Belgian Code on Nationality in 1984, 1991, and 2000 were the key factors for facilitating the integration of non-nationals through greater acquisition of nationality. The 2000 reform reduced the legal residence requirement for the discretionary parliamentary procedure from five to three years for ordinary first generation immigrants. The 2000 reform also facilitated the unconditional right to nationality by declaration after seven years. In the space of ten years, the fraction of the immigrant population without Belgian nationality has fallen from two-thirds in 1995 to about half. Since 2003, acquisition rates have fallen and remained stable at 1997 levels.



www.diplomatie.be/en/services/nationalitydetail.asp?TEXTID=42519

As part of a new comprehensive migration strategy, the 1999/2000 Reform of the German citizenship law recognised that the acquisition of nationality was a desirable outcome of Germany's status as a country of immigration. Facilitating the residence requirement from 15 to eight years significantly raised the willingness of foreigners to become Germans. They are still naturalising more than they ever had before 1998.



www.bundesregierung.de/Webs/Breg/DE/Bundesregierung/BeauftragtefuerIntegration/Einbuergierung/einbuergierung.html

Greater facilitation for specific groups

The shortest required residence period is reserved for first generation groups with specific genuine and effective links that are outlined in the European Convention on Nationality. For example, there are various international legal instruments that specify links based on individual needs for protection, such as for recognised refugees, stateless persons and stateless children born on the territory. Article 34 of the Refugee Convention provides that States shall facilitate as far as possible the naturalisation of refugees by expediting naturalisation proceedings as far as possible and reducing the charges and costs.

Numerous EU Member States facilitate naturalisation for refugees and stateless persons. After the 2000 Belgian reform, the residence requirement for these groups was lowered to two years. In for instance Luxembourg and Ireland, naturalisation procedures meet the need for international protection by further exempting refugees from several material conditions, such as language knowledge.

In its 2002 Act amending the Citizenship Act, Slovenia responded to international legal standards to relax naturalisation for recognised refugees and stateless persons, among others. This reform has led to a decreased dependence on the exceptional procedure and an important increase in the use of the facilitated method.



Countries often grant the spouses or partners of nationals an independent status in nationality law. This gender-sensitive approach ensures the equality of men and women and family unity in nationality.

Spouses of nationals may apply after one year of residence and marriage in Spain or after six months in Italy if the spouse was already a resident. The partners or co-habitants of nationals are included in countries like Belgium and Portugal.



A few countries still facilitate naturalisation for “preferential” ethnic or national groups, based on historical links with their country. An immigrant’s nationality or ethnic origin may be indicative of certain genuine and effective links (i.e. language knowledge and family ties). But since immigrant flows are globalising, immigrant populations in many European countries are becoming more diverse in terms of ethnic and national origins. The integration of these new populations can be facilitated by opening the preferential procedure to immigrants of all nationalities and ethnic origins that meet the underlying conditions.





During the period of 1996 to 2005, Portugal's naturalisation rate was one of the OECD's lowest, around 0.5% of the foreign-born population. Large numbers of Moldovans, Romanians, and Chinese diversified its traditionally post-colonial flows. In fact, Ukrainians are now one of the country's largest immigrant groups. The 17 April 2006 New nationality law in Portugal aimed to combat the factors that lead to social exclusion, reduce the complexity of procedures for the acquisition of nationality, and promote integration as a new country of immigration. The new Law opened up the shorter residence period once reserved for nationals of Lusophone countries (six years) to all first-generation immigrants who have basic knowledge of Portuguese and a clean criminal record. The law's success was largely due to an agreement between the main political parties not to politicise the issue of citizenship. This consensus led to the law's unanimous approval in Parliament.



www.acidi.gov.pt/modules.php?name=FAQ&myfaq=yes&id_cat=32&categories=Nationalidade

Approaching the new generation

Many Member States have taken a generational approach to meeting their integration objectives in nationality law.

The introduction of *ius soli* for immigrants' descendents means that birth is the sufficient basic criterion for eligibility for nationality. The "citizenship premium" suggests that the benefits of acquiring nationality are greatest for the youngest. The younger a new citizen is, the greater the return on the investment as they will accumulate benefits over a lifetime of personal and professional development. In contrast, the longer a child waits to become a full citizen, the more likely it is that their status as non-national will bring them disadvantages at a formative stage in their development that are difficult to undo at a later stage in life.

The second generation have an automatic right to nationality at birth in traditional countries of immigration like Canada or the United States. Among the practices identified in EU Member States, a similar right can be claimed either by the third generation, the second generation only some time after birth, and/or only by those born to a legal resident.



Through the introduction of *ius soli* for the first generation's descendents, the law can play a part in providing equal rights for children born in the country and a better starting position for their school and professional careers.

Ireland allows the children of immigrants born in the country to become Irish citizens at birth if their parents have been legal residents for three of the past four years. There are similar provisions based on parental status in countries like Belgium, Portugal, and the UK. All third-generation children become nationals automatically at birth in Belgium, Ireland, the Netherlands, Portugal and, since 1 January 2009, Luxembourg.

The integration situation of the “1.5 Generation” is also being taken into account in several reforms of nationality law. This generation is made up of immigrants’ natural or adopted children arriving on family reunion permits. One reason for an entitlement to nationality is family unity; these children automatically become citizens when their parents are accepted for naturalisation. Another reason is socialisation; they can become nationals in their own right after a few years in the education system. Their parents mostly apply on their behalf, but they also have the right to be heard in nationality decisions that affect them, based on the interpretation of Article 12 of the Convention on the Rights of the Child.

In Sweden, after five year’s residence, minor immigrant children become Swedish upon a simple notification by their parents. From the age of 12 in the Nordic countries and 14 in Austria, immigrant children have the right to express their views or submit an application to the naturalisation procedure themselves.



Income as a threshold for national citizenship

Given that non-national applicants do not yet enjoy the citizenship premium pushing up their wages, income conditions or high fees may have the unintended consequence of reinforcing disadvantage in labour market integration, rather than stimulating entry into the workforce. The fact that income has in the past been removed as a class-based threshold for full national citizenship and voting rights is worth considering. Since many applicants are long-term residents who already have the same access as nationals to social assistance and social protection, the acquisition of nationality may be more a question of access to democratic participation than of access to welfare or unemployment benefits.

Means testing and fees can be evaluated as to their effectiveness for economic integration and their implications for democratic governance.



‘Means of subsistence’ tests were removed from naturalisation procedures in Sweden in 1976, in the Netherlands in 1977, in Belgium in 2000 and in Portugal in 2006. Furthermore in Portugal, any registration or declaration regarding nationality as well as any certificates required are made free-of-charge for those with an income that is equal to or below the national minimum wage.

The naturalisation procedure does not come with a cost in Belgium, France, Luxembourg, and Spain. An Estonian Government decree of 6 February 2006 has increased the reimbursement for language training for naturalisation to 100% of all costs.



The obligation to renounce a previous nationality

The idea of multiple nationality tends to elicit two sets of state concerns. The first is about a state's relationship with other states. The assumption was that allowing candidates for naturalisation to keep their previous nationality would create conflicts between states in areas like military service, conscription and taxation. The second is about a state's relationship to its nationals. There are open questions about loyalty (in what ways do citizens express loyalty to the state?), residence abroad (do citizens who move away from the country retain effective links and merit the same rights e.g. to consular protection?) and cultural influences (are those acquiring the nationality of their country of residence expected to adopt a specific culture as defined by the state, to the exclusion of their culture of origin?).

Despite these long-standing concerns, multiple nationality has become a legal reality. Beginning at the end of the twentieth century, the trend has been for many European countries to remove the legal barriers to multiple nationality that they had introduced at the beginning and middle of the century. The reasons behind changes in attitudes on dual nationality in some Member States are that their own citizens have become mobile and globally connected, their immigrant populations have grown and become more settled and their nationality laws have established the principle of *ius soli*. Many tolerate multiple nationality *de iure* or *de facto* for their own nationals, new citizens and their children. Others do so only for certain groups or certain situations. Follow-up questions then arise at the national level as to the consistent application of multiple nationality.

Multiple nationality has also become a demographic reality as the tolerance of multiple nationality has increased the number of so-called dual nationals. Member State nationals migrate and marry nationals of other countries. Furthermore, removing the obligation to renounce a previous nationality has increased non-nationals' naturalisation rates from 1996 to 2005 in most EU countries.

The reasons why newcomers are more likely to naturalise in countries tolerating multiple nationality are often more related to personal or pragmatic links with their country of origin than to the integration situation in their country of residence. Immigrants residing in a country that tolerates multiple nationality can naturalise, without any side effects on their wider family or social links outside the country. Those who can keep their previous nationality maintain important mobility rights and do not face new, sometimes costly, visa and travel restrictions. Indeed, one group more likely to opt for multiple nationality when it is tolerated are those with higher human capital, for instance immigrant entrepreneurs and businessmen working on co-development. The desire to hold onto a previous nationality can also depend on the specific country of birth. For instance, in many countries in the Balkans, North Africa and the Middle East, renunciation is either illegal, or entails high fees and the loss of inheritance and property rights.

Given these trends towards tolerance, states are trying to address their traditional concerns through other policy instruments. Recently developed international legal guidelines have resolved worries of possible inter-state conflicts by giving priority to the country of residence. Open questions about loyalty in a liberal democracy, the rights of new and old citizens who chose to emigrate, and cultural influences can be addressed through citizenship education and greater interaction between citizens with and without multiple nationality.

One of the advantages of the legal and demographic trend towards acceptance of multiple nationality is increased naturalisation rates in many EU Member States. In these countries, an immigrant's choice to naturalise does not have negative side effects on their family, social and economic links.



A wide range of countries, from Cyprus and France to Hungary and Slovakia, do not require naturalising citizens to renounce their previous nationality. Belgium, France, Ireland, Portugal and the United Kingdom allow the first generation's children born in the country to become dual nationals.



In 2003, there was general agreement among Finnish political parties that accepting multiple nationality would keep the country competitive and well-connected at the international level and have positive effects on the newly present immigrant communities in Finland. It would also follow trends in other EU countries (including Sweden's acceptance in 2001). This reform doubled interest in becoming Finnish, giving the country the EU's most favourable naturalisation rate in 2004, at 6.4%.

www.migri.fi/netcomm/content.asp?path=8,2477,2652



Luxembourg's stated objective in the 28 October 2008 law was to adapt nationality law to the changing reality of its society and consolidate the integration of foreigners who have decided to definitively settle there. The fact that an applicant would acquire multiple nationality is a sign of their attachment to Luxembourg, their willingness to integrate and their links with their country and culture of origin.

www.luxembourg.public.lu/fr/actualites/2009/01/01-droit-nationalite/index.html



5.3 Administrative procedures encouraging citizens-to-be

When naturalisation involves various eligibility criteria and conditions, the problem to tackle is wide administrative discretion. Immigrant applications and the administration both commit to fulfilling the conditions as laid down in law. Clear, detailed, and binding good governance guidelines ensure that the public criteria for naturalisation are the real criteria that are applied in transparent, prompt, manageable, and reasonably-priced procedures. For example, anti-discrimination legislation can explicitly ensure that all applicants for nationality are treated equally.



States can interpret and implement their policies by facilitating procedures that welcome immigrant applicants as citizens-to-be.

All EU Member States, as signatories to the International Convention for the Elimination of all Forms of Racism (1965), agree in Article 1, paragraph 3, that, whatever their nationality law and policy, its provisions will not be applied in a discriminatory way against particular nationalities.



www.unhcr.ch/html/menu3/b/d_icerd.htm

Part of a good governance approach is the recognition within the culture of the administration that applicants are future national citizens. Codes of conduct for administrative practice, compliance monitoring, evaluation mechanisms, and benchmarking and peer review programmes are a few tools that could be shared at multiple levels of governance.



Removing wide administrative discretion and providing proper guidance and oversight enhance respect for the rule of law and the efficiency of naturalisation procedures.

In most countries, naturalisation is a discretionary procedure. Germany's 2000 reform replaced discretionary practices with the right to acquire nationality, based on the recognition that naturalisation was in the public interest. The Federal and *Länder* level agreed on common administrative guidelines and held repeated negotiations to address inconsistent regional interpretations and practices. In Austria as well, vague legal criteria have been corrected through regular meetings between federal and provincial representatives and decisions by the Administrative Court.

In Hungary, part of the explanation for raising naturalisation rates since 1990 are the constitutional reforms that keep in check the Ministry of Interior's discretionary powers in nationality matters. The Ministry should ensure that the President's decisions on naturalisation are in favour of the applicants who comply with the conditions set down in law.

Documentation

Administrative procedures can take into account the situation in the country of origin and reduce the required documentation. For instance, obtaining documents from the country of origin can be a cumbersome process that comes at a prohibitive cost, involves repeated travel and requires translation and certification by consular officials. Security concerns can make it impossible for persons from certain countries or for stateless persons. Flexibility and clear guidelines for exemptions can successfully avoid multiple requests for documents and inter-agency miscommunications that delay procedures and lead to the expiration of documents with a limited validity before a decision can be taken.

When certain documents are impossible to obtain, the Directorate of Immigration in Finland will accept a declaration from the applicant as long as it is reliable and coherent. This flexible approach to documentation, combined with reductions in the level of decision-making, has allowed for processing to begin immediately and decisions to be taken in the space of a few months. Where clarifications are needed, the average processing time has dropped from three years in 2003 to two in 2009.

www.migri.fi/download.asp?id=kansalaisuus%5Fhakemuksesta%5Feng%2C+kansalaisuus%5Fhakemuksesta%5Feng;1080;{A73BFF7B-BDFC-481E-8B45-90C365CBA821}

In the Netherlands, potential problems with the provision of documents, mainly birth and marriage certificates, are addressed early on, when immigrants first register with the municipality. In many cases, a passport and a residence permit are then sufficient to apply for nationality.

The Nationality Checking Service (NCS) is a partnership between the UK's Home Office Nationality Group and various local councils in England and Wales. It reduces unnecessary delays in the application process for British citizenship. For a cost-recovery fee cheaper than those demanded by private lawyers, local councils check that applications are completed correctly and the necessary supporting documents are included.

www.ukba.homeoffice.gov.uk/britishcitizenship/applying/checkingservice/#header1



Maximum time limits for processing applications

The European Convention on Nationality states that processing must be completed in a reasonable time. One trend is to set maximum time limits for processing as a benchmark for administrative practice and as a guarantee for applicants. Administrations can then devote increased human and financial resources to next step challenges, such as remedying backlogs and keeping applicants up-to-date on the state of their application and providing written justifications for any negative decision.

Since 2003, Ireland's Information Commissioner has required the naturalisation procedure to conform to the Freedom of Information Act through the provision of a reasoned decision for a refusal.

www.foi.gov.ie

In 2006, the Swedish Migration Board guidelines capped the naturalisation procedure at eight months. Current waiting times for a decision are on average between one to six months. Austria, Belgium and the Netherlands have also set maximum procedural durations of under one year.

www.migrationsverket.se/english.jsp?english/estudier/estuduniv.jsp





Qualifying periods for getting rehabilitated applicants back on track

States possess a legitimate interest in assuring that naturalisation procedures flag up candidates who have been convicted of serious crimes. Yet many naturalisation procedures use a past conviction of a serious crime as an automatic ground for rejection, without taking into account principles of rehabilitation. One solution has been a “qualifying period” giving a second chance to those convicted of certain crimes. They serve out their sentence like any other felon and then, if they fulfil the conditions, are accepted for nationality after a certain period. Administrative discretion can be reduced through fair, transparent, and unambiguous criteria specified in law and methods of calculation linked to specific crimes and sentences.



Applicants for naturalisation in Sweden who have committed a criminal offence are eligible after a waiting period. Its length is determined by the severity of the crime and sentence. Counting begins from the date of the crime or, in cases of lengthy sentencing, from the date of release. This period allows authorities to consider an individual applicant's present conduct. Elements of a graded waiting period system are observed in Denmark, Finland, and Norway.



www.migrationsverket.se/english.jsp?english/evisum/index.jsp

Language and integration conditions that effectively encourage and enable applicants to succeed

Most naturalisation procedures find it reasonable to expect that most first-generation applicants, eligible only after several years of residence, have been able to acquire a basic knowledge of one of the common languages of communication in the country. The standards and effects of several recently adopted language or integration/citizenship conditions, including courses and tests, would still need to be externally evaluated as to their efficiency and ultimate effectiveness before being confirmed as integration incentives. Some Member States have adopted these conditions, with the rationale that, the long-term immigration population will be encouraged to improve their language skills and knowledge of public institutions and the political system. At the same time, others have removed or minimised these very same conditions, viewing them as disincentives for naturalisation that serve other policy goals and have a disproportionate impact on certain groups like those with less education or a lower socio-economic status.

In a first phase, language or integration conditions or tests can be efficiently implemented in ways that have an impact on reducing administrative discretion. Participation in a course, presentation of certificates or other educational evidence of passing a test are more standardised and comparable, more independent from administrative interference and more efficient in facilitating large numbers of applications. They run less of a risk of producing arbitrary, inconsistent or potentially discriminatory applications of the

law than other more personal or subjective forms of administrative assessment. Vague criteria can thus be either removed or replaced with clearer means of assessment to be analysed and debated.

Luxembourg's 24 July 2001 Law replaced wording dating from 1940 that foreigners need to "justify sufficient assimilation," with "demonstrate sufficient integration." Language tests and civic courses have been formalised and various tools facilitate public access to this information, such as a hotline.

During discussions of the 2000 reform of the Belgian Code on Nationality, the former integration test was found to be of little practice use for naturalisation. Proof of whether or not an applicant had a "willingness to integrate" was to be established through investigations by the local police, which led to highly subjective and inconsistent assessments. Now immigrants prove their willingness to integrate through the act of applying for naturalisation and declaring their wish to become Belgian and comply with its Constitution, laws, and the European Convention for the Protection of Human Rights and Fundamental Freedoms.

Language assessments have never been a legal requirement in Swedish citizenship Acts and arbitrary assessments in practice has been prohibited since the late 1970s. The idea to introduce the practice has been repeatedly turned down over broader concerns about integration and justice as well as disagreements about the purpose and standards of an assessment.

In a second phase, the structure of language or citizenship conditions can be introduced in a way that has the effect of increasing or maintaining the number of applications over time and assuring a very high passing rate, which leads to similar or higher acceptance rates. Focusing on application, passing and acceptance rates can make procedures more efficient and bolster the credibility of the policy. They can serve as a benchmark of sustained interest, investment and positive attitudes among immigrants towards naturalisation as an integration pathway.

Immigrants are more likely to apply or continue applying at the same rate if there are free, quality-certified preparatory courses, which are flexible enough to meet applicants' learning and practical needs. The role for the state can be to guarantee quality, either by providing courses, or by officially approving professionally-certified NGOs and educational organisations. The state can also provide information and either individual vouchers or tax deductions so that services are free or come with a small symbolic charge. Professional certificates are in some cases cheaper and more efficient for both applicants and authorities.

A very high success rate can also be attained through free-of-charge and easily-accessible procedures and preparation materials for self-directed learning, such as study guides and exam copies. Furthermore, designers of tests or courses can draw on commonly agreed standards like the Common European Framework (CEF) for Language Learning. Guidelines, reference standards, and related case studies have been developed by the Council of Europe's Language Policy Division.





The European observatory on citizenship (EUCITAC) is funded by the European Integration Fund. In addition to providing information on citizenship norms, laws, policy and analysis, the website will display available and up-to-date official statistics on the acquisition and loss of nationality in the 27 EU Member States and neighbouring countries. It will expand the statistics already available from the NATAC project by identifying national trends in figures and comparison.



In Hungary, a list of test questions and a study guide are available for an oral exam on basic political and historical knowledge. Versions can be printed at a minimum cost or downloaded online for free. Government-provided study guides are also available in countries like Austria, Denmark, Estonia, Latvia and the UK.



www.bmbah.hu

Applicants for naturalisation in Portugal must provide documentation proving their basic knowledge of the Portuguese language, which can be obtained through an exam certificate. Any official Portuguese educational institution can issue this exam certificate. Free, publically-available test models for the language test are also available.



www.acidi.gov.pt/modules.php?name=FAQ&myfaq=yes&id_cat=32&categories=Nacionalidade

The Finnish Act on the Integration of Immigrants and Reception of Asylum seekers stipulates that any immigrant who is unemployed or receives social benefits is entitled to a personal integration plan, which may include language courses, multicultural courses, an introduction to Finnish life and vocational studies. Applicants for naturalisation demonstrate language skills through a variety of means, such as a certificate of completion of Finnish elementary school.



www.suomi.fi/suomifi/english/subjects/migration/guidance_for_immigrants_and_integration/index.html

For tests, a high success rate can be ensured through testing in a design phase or pilot project. Margins of error are inherent in all testing exercises, so any difficult or incorrect questions will need to be eliminated before public use. At a later stage, frequent, public revision and the greater politicisation that follows would demonstrate to the public the difficulty and subjectivity in raising and justifying a standard for what is basic or sufficient.

There is also scope to take an individual immigrant's circumstances into account. Large-scale, often computerised tests may underestimate true ability. Some countries make exemptions for disadvantaged and vulnerable persons like minors and seniors, the illiterate, those who did not complete basic education, or have mental health problems. Many people may not have sufficient abilities to perform well on a test, regardless of their willingness to learn and take up national citizenship.

People applying for naturalisation in the Netherlands do not have to sit the naturalisation exam if they have resided in the country for eight years at compulsory school age, graduated from universities in the Netherlands or are Dutch-speakers from Surinam and Belgium. Others are at least partially exempt if they have medical or language/literacy problems. A country like Estonia also has built-in exemptions to its citizenship test for people with restricted active legal capacity and extenuating health circumstances. In Austria, exemptions are also possible for survivors of the Holocaust, minor children attending primary school, elderly people and for medical reasons.

Beyond the EU's borders, the Australian government replaced the previously subjective interview format with its first try at a citizenship test in October 2007. A significant drop in applications and a high failure rate, especially among humanitarian immigrants, compelled the government to launch a January 2008 Citizen Test Review and public consultation. The government and immigrant organisations endorsed the Review's recommendations that the objective of citizenship testing is to determine if a person has satisfied the legislative requirements. This is done through knowledge not of Australian trivia, but of what it means to be a citizen—in short, of the 'Pledge of Commitment' that applicants make when becoming Australian. Test questions and study materials will be written in simpler, clearer English. A streamlined process will open a range of testing methods and exemptions to cater to the needs of disadvantaged and vulnerable people. A nationally consistent primary school programme on citizenship will also be implemented.

www.citizenshiptestreview.gov.au

Once efficiency measures have established that any language or citizenship condition has continued to encourage and enable the immigrant population to apply and successfully acquire nationality at the same rate, there can be a final measure of effectiveness. In the design phase, a longitudinal survey can be conducted with control groups. The results will demonstrate whether or not the group that completed this condition saw quantifiable improvements in their participation rates (social, economic, political, etc) and in their self-assessments of their well-being and sense of belonging.. These findings can then guide public debates on the intersection between national citizenship and long-term integration.

An efficient language or citizenship condition for naturalisation is introduced in a way that continues to encourage applications and implemented in a way that enables applicants to succeed. It is proven to be effective if those completing the condition participate more in social, economic, and political life and report a greater sense of belonging than before.





A 2007 pamphlet launched by the UK Lord Goldsmith QC Citizenship Review recommended a longitudinal evaluation of the impact of the new tests and naturalisation requirements on migrant's journeys to citizenship. In 2005, the then Commission for Racial Equality published *Citizenship and Belonging: what is Britishness?* a report in which British people of many diverse backgrounds were asked to share their thoughts on a shared definition of Britishness.



www.justice.gov.uk/reviews/citizenship.htm



www.ethnos.co.uk/what_is_britishness_CRE.pdf

5.4 From acquisition to active citizenship among old and new citizens

An active public information policy

All citizens benefit from information on the advantages of citizenship and the conditions and provisions for eligibility. Immigrants and the public often demonstrate a lack of knowledge about the naturalisation process, reporting that they think it is quite easy in countries where it is actually quite hard and vice-versa. Receiving improper information is at the origin of many of the complaints that applicants make to supporting NGOs. Authorities, in turn, complain when they receive ineligible or incomplete applications, adding to backlogs. Public misunderstandings of naturalisation policy and its objectives for a country of immigration are also at the origin of anti-immigrant sentiment which can constrain policy-making.



An active communications strategy assists and encourages immigrant applicants, while informing public opinion about the benefits of naturalisation for a country of immigration.



The ongoing campaign 'Passt mir!' by Berlin's Commissioner for Integration, already met its main objective in its first year in 2006: raising Berlin's naturalisation rate for the first time in six years. The main output is a booklet, resembling a German passport, where Berlin "celebrities" like boxing champion Oktay Urkal explain the social and political integration benefits of naturalisation as well as the process. The booklet is supported by a public awareness-raising campaign, including live discussions and publicity in public institutions, schools, and ethnic minority media.



www.berlin.de/lb/intmig/passt_mir.html

Free self-assessment websites can be set up and quality-checked by authorities or NGOs. By responding to simple questions, a potential applicant goes step-by-step through the legislation and learns whether they qualify and what to expect and watch for in the process.

www.migri.fi/kansalaiseksi/eng/en-intro-2.html

www.allrights.be/index.php?option=com_wrapper&Itemid=494

National Immigration Support Centres (CNAI) in Portugal are a one-stop shop with continually evolving services to respond to policy changes and the needs of the country's increasingly settled immigrant population, as well as its citizens. Indeed, an increasing number of Portuguese nationals have begun using the service, which is not limited to a certain legal status. With the 2006 New Nationality Law, a branch of the Central Registry Office was opened within the centres in order to handle applications from immigrants and their Portuguese-born descendants. Legal Support Offices of lawyers provide a quality needs-based legal service.

www.oss.inti.acidi.gov.pt

Evolutions in nationals' and non-nationals' perceptions of nationality can be part of integration monitoring. Integration monitoring in Estonia in 2000 demonstrated that non-Estonians are predominately oriented towards the acquisition of nationality and value it most for their children, their spouse and parents. The monitoring in 2005 revealed that increased levels of tolerance have improved Estonian public opinion, with 54% supporting a simplified procedure for the acquisition of nationality by Estonian-born Russophones.

www.meis.ee/eng/raamatukogu/?k=monitoring&a=&t=&y=&view=search



Ceremonies as a rallying point

In the past, the actual act of conferring nationality has been a rather low-level and bureaucratic affair, involving the delivery of national citizenship documents. Public conferrals of nationality can link multiple levels of identity together: local, regional, national, international. Although these ceremonies are often introduced in the context of debates on evolving national identities, they are realised in local municipal spaces, which infuses them with diverse colours and meanings closer to the daily realities of immigrants and the public. They draw on experiences from their country's history of democracy or make parallels with other civic ceremonies, such as those for young people getting the right to vote.

Ceremonies need to bring in members of the public, politicians and the media. Their participation turns ceremonies into a platform for awareness-raising and, specifically, giving voice to new citizens. All actors working on active citizenship and diversity might consider using them as rallying points to recruit new volunteers or register new voters.



Public oaths and ceremonies, still rare across the European Union, are a dynamic element of current citizenship policies. Countries with a history of public ceremonies have revived the tradition (Norway did so after a 30-year interruption). Others have started from the beginning, inspired by North American models that are themselves being debated and redesigned. Ceremonies are now being organised in Estonia, France, the UK, in some Austrian provinces, in The Netherlands on 'Naturalisation Day' (24 August) and in Denmark (in the national Parliament).

The main issue to address is any requirement that might exclude successful applicants from participating or receiving their national citizenship. Organisers will also want to pay attention to raising participation rates, following up on invitations and public outreach and devoting sufficient public resources.



The use of citizenship ceremonies provides a platform for awareness-raising and active citizenship among new and old citizens.



Since 2006, the obligation has been on French prefectures to organise voluntary 'Welcoming Ceremonies into French Citizenship' for immigrants obtaining French nationality. The necessary documents are distributed independent of the ceremony. The event is intended to be both a solemn and celebratory moment, involving officials and politicians. According to a 2008 evaluation questionnaire, nearly all prefectures thought the ceremonies were operating well and were well received by the invited public.



<http://vosdroits.service-public.fr/particuliers/F15868.xhtml>

In the UK, a 2002 consultation procedure initiated the development of citizenship ceremonies welcoming new citizens into the shared civic space. Local authorities have leeway to determine the style of their local ceremonies, bringing in national and local symbols, an oath/affirmation to the Queen and a pledge to uphold democratic values and citizenship responsibilities. As of 1 June 2007, new UK citizens in Wales can make the oath and pledge in Welsh. From February 2004 to July 2005, 77,900 adults participated in citizenship ceremonies.



<http://ukba.homeoffice.gov.uk/britishcitizenship/applying/ceremony>

The Immigration and Naturalisation Service of the Dutch Ministry of Justice has directed municipal authorities to focus their ceremonial speech on the topics of new citizens' newly acquired fundamental rights, their right to vote and stand for election for the Lower House, Provincial Council and European Parliament and their eligibility for appointment to all positions of public service, such as minister, judge, ambassador or police official.



www.justitie.nl/onderwerpen/immigratie_en_integratie/naturalisatieceremonie

Looking to what has emerged in non-EU countries with longstanding experience of ceremonies like the United States, these ceremonies were central to the 'New Americans Democracy Project,' coordinated by the Illinois Coalition for Immigrant and Refugee Rights. From 2004 to 2006, 42,000 new immigrant voters were registered to vote. In 2008 alone, 20 field organisers throughout the Chicago area registered around 20,000 and mobilised around 50,000 for the November 2008 presidential election.

<http://icirr.org/en/nadp>



Citizenship projects and education for old and new citizens

Active citizenship concerns how individuals can participate in civil society, community, and political life at different levels of governance in ways that build their collective social capital. The rules of engagement for active citizenship are defined by contemporary political norms and the rule of law: shared values like human rights, democracy, and intercultural understanding.

Adult volunteer and citizenship organisations engage new and old citizens as equals in concrete daily situations that help shape future nationality policies and identity debates.

Active citizenship initiatives and education in compulsory school encourage the exercise of the rights and responsibilities that come with nationality, which fosters a shared sense of belonging in a diverse society.



The Dutch Centre for Political Participation is an independent, non-partisan organisation that has developed several special courses, discussion meetings, research projects and network activities to enhance political participation among citizens with an immigrant background and raise their proportion in municipal and district councils.

www.publiek-politiek.nl/English

New Citizens Voice is a non-profit organisation working since 2003 to elevate the status and visibility of naturalised UK citizens and Commonwealth citizens who are eligible to vote. The aim is to enable them to be equal players in the UK's development. Activities include migrant focus groups, workshops, citizenship tours and a New Citizens Radio. The organisation reports increased pride and self-esteem among participants and increased participation in the local community and in civic roles as School Governors, Councillors, even MPs.

www.newcitizensvoice.com





The 'Charter of Values of Citizenship and Integration' was adopted in Italy in 2006 to explain the values and principles applicable to all members of Italian society. It covers human dignity, social rights, family life, secularism and religious freedom and Italy's international commitment. The charter and the first 44 articles of the Italian constitution are available online in many of the native languages of Italy's immigrant residents.



www.interno.it/mininterno/export/sites/default/it/assets/files/14/0919_charter_of_values_of_citizenship_and_integration.pdf

Citizenship education in compulsory schooling can be considered the starting point for active citizenship in a diverse society.



The 1999 Civic Education Survey of the International Association for the Evaluation of Educational Achievement surveyed 90,000 14-year-old students in 28 countries, including in England, Sweden, Germany, Switzerland, and the Francophone Community in Belgium. Socially disadvantaged ethnic minorities were more likely to say they learned something from their citizenship education in compulsory schooling. They were found to be just as supportive of civic values (like patriotism, trust, and gender equality) as native youth of the same social background, seeing these values as universal rather than specific to one culture or identity. They even expressed higher levels of solidarity, tolerance towards immigrants, and levels of school and political involvement.



<http://nces.ed.gov/surveys/CivEd>

In Austria and in Vienna in particular, ethics courses have been introduced since 1997 in part as a response to increasing religious diversity. The curriculum helps students to establish a common knowledge of human rights, comparative religious studies and basic citizenship values. An evaluation has demonstrated an increased knowledge and dialogue on comparative religious and cultural beliefs among students. Teachers on the other hand have welcomed the curriculum as a complement to religious education and a bridging device to facilitate dialogue.

Networking European Citizenship Education, a transnational initiative of the German Federal Agency for Civic Education, facilitates skills transfers and a new European scope for existing national initiatives. Its conferences have looked at rethinking citizenship education in European migration societies.



[www.bpb.de/themen/NL4E3C,0,0,Networking_European_Citizenship_Education_\(NECE\).html](http://www.bpb.de/themen/NL4E3C,0,0,Networking_European_Citizenship_Education_(NECE).html)

Conclusions

1. Immigrants who see their future in a country have an interest in living there permanently as full members of the national community.
2. Although nationality changes through law, identities evolve and become more dynamic through active citizenship. Receiving societies have an interest in encouraging immigrants to acquire nationality, enabling old and new citizens to shape a common future in a diverse society.
3. Countries of immigration have an interest in securing full socio-economic and political inclusion through the recognition of full citizenship for its settled residents.
4. Persistently low rates for the acquisition of nationality can be raised by removing certain elements in nationality law that unintentionally create major obstacles discouraging applications from the settled non-national population.
5. The eligibility criteria for naturalisation can reflect the fact that ordinary newcomers may be qualified and eager to become national citizens after a few years' residence.
6. Through the introduction of *ius soli* for the first generation's descendants, the law can play a part in providing equal rights for children born in the country and a better starting position for their school and professional careers.
7. Means testing and fees can be evaluated as to their effectiveness for economic integration and their implications for democratic governance.
8. One of the advantages of the legal and demographic trend towards acceptance of multiple nationality is increased naturalisation rates in many EU Member States. In these countries, an immigrant's choice to naturalise does not have negative side effects on their family, social and economic links.
9. States can interpret and implement their policies by facilitating procedures that welcome immigrant applicants as citizens-to-be.
10. Removing wide administrative discretion and providing proper guidance and oversight enhance respect for the rule of law and the efficiency of naturalisation procedures.
11. An efficient language or citizenship condition for naturalisation is introduced in a way that continues to encourage applications and implemented in a way that enables applicants to succeed. It is proven to be effective if new citizens report a deeper sense of belonging, and participate more in social, economic, and political life than new citizens had done before.



12. An active communications strategy assists and encourages immigrant applicants, while informing public opinion about the benefits of naturalisation for a country of immigration.
13. The use of citizenship ceremonies provides a platform for awareness-raising and active citizenship among new and old citizens.
14. Active citizenship initiatives and education in compulsory school encourage the exercise of the rights and responsibilities that come with nationality, which fosters a shared sense of belonging in a diverse society.





Chapter 6

Immigrant Youth, Education and the Labour Market



Enhancing the quality and effectiveness of education and training and making them accessible to immigrants create more and better career opportunities. This facilitates their transition to the labour market which contributes to social cohesion.

Socio-economic factors and language knowledge impact significantly on the opportunities and challenges immigrants face at each stage of their education from infancy to young adulthood. Measures can build the capacities of young immigrants themselves and that of mainstream institutions responsible for meeting their learning needs.

This chapter presents strategies to raise the educational attainment of immigrant pupils by improving the school system, enhancing the capacity building of teachers and administrators and actively engaging young immigrants and their parents.

This chapter builds on Common Basic Principle 5, which stresses that “education and training systems in the Member States play a major role in the integration of new young immigrants and continue to do so with the second and third generation, particularly with respect to language learning.”

6.1 Improving the school system

Whether the first and second generation's less favourable educational performance is due to their families' language skills and conditions of migration and settlement—or to other factors—changes per school system and over time. How well an immigrant child does in school is generally correlated to their socio-economic status, but it does not account for the full extent of their disadvantage. In some countries, they are likely to have worse—or better—school results than other children with a similar socio-economic status. Different stages in the education system present immigrant pupils with different opportunities and obstacles. Obstacles that go unaddressed at an early stage can compound difficulties in later life, while opportunities seized early on can lead to new and better learning and job opportunities.

The weight of these various factors of disadvantage at different stages and in different school systems determines what mixture of policy responses is most appropriate. Research demonstrates that, in some countries or points in the school system, a student's performance is most influenced by their socio-economic status. In these cases, the policy will be more effective if it uses mainstream measures with a wide target group, including both immigrant and native pupils. This target group may be under-performing pupils, pupils on specific tracks or at specific points of transition, or pupils from families with a low socio-economic status. Alternatively, research may find that a student's performance is most influenced by their language skills or whether or not they have a migration background. In these countries and points in the school system, the policy will be more effective if it uses targeted measures that specifically benefit certain categories

of immigrants and their descendents. The target group may be newcomers, the second and third generations or pupils from non-native speaker households. Therefore both targeting and mainstreaming are used within the school system, depending on where research indicates that one or the other will be most effective for raising achievement.

In 2008, European Commission's DG Education and Culture launched an EU debate on these issues with its Green Paper entitled "Migration and mobility: challenges and opportunities for EU education systems."

Further analysis and examples of practices can be found in:

The Green Paper's accompanying study, *Education and the Integration of Migrants*:

www.efms.uni-bamberg.de/pdf/NESEducationIntegrationMigrants.pdf

Integrating Immigrant Children into Schools in Europe prepared by DG Education and Culture's Eurydice information network on education in Europe:

http://eacea.ec.europa.eu/ressources/eurydice/pdf/O_integral/045EN.pdf

What Works in Migrant Education? A Review of Evidence and Policy Options prepared for the OECD Thematic Review on Migrant Education:

[www.oilis.oecd.org/oilis/2009doc.nsf/NEWRMSFREDAT/NT00000B0A/\\$FILE/JT03259280.PDF](http://www.oilis.oecd.org/oilis/2009doc.nsf/NEWRMSFREDAT/NT00000B0A/$FILE/JT03259280.PDF)

Where Immigrant Students Succeed: A Comparative Review of Performance and Engagement in PISA 2003 prepared by the OECD:

www.oecd.org/dataoecd/2/38/36664934.pdf



What role for policy-makers in education, integration and in other policy realms?

Improving educational attainment of the first and second generation is an objective across many government departments and levels of governance. Most of the factors of disadvantage that immigrant pupils face in the school system and transition to the labour market, fall under the remit of education policy.

Education ministries take the lead on making the decision between mainstream and targeted objectives. They can subsequently facilitate horizontal coordination and cross-departmental projects with other ministries, including those dedicated to integration. Targeted youth programmes adopted under immigration or integration ministries can rely on the expertise, principles and standards set in education policy. Other ministries may be brought in on specific issues: ministries of housing and urban development on



school segregation, ministries of family and social affairs on pre-school education, or ministries of employment and equal opportunities working on labour market integration programmes. Vertical coordinating bodies are equally important for building operational partnerships to implement these policy objectives at the relevant level of governance. These bodies can also be used to build strategic partnerships, for instance for local initiatives to gain leverage and attention from stakeholders or funders at a higher level.



Broader societal conditions regulated by different policies, such as immigration, housing, social affairs and employment, may act either as facilitators or as obstacles for an effective education policy.

Access to primary and secondary education for all

Most Member States extend the right to education to all children of primary and secondary school age regardless of their legal status or length of residence. This right is expressed in the UN Universal Declaration of Human Rights and the UN Convention on the Rights of the Child. Only a handful do not have safeguards obliging schools to enrol children whose status is irregular, or who have stayed, or are only expected to reside, in the country for a short period of time. For instance, asylum seeker reception arrangements can be reviewed to ensure a proper needs assessment and enrolment of the children of asylum seekers as early as possible upon arrival or submission of an application.

Possible school segregation is in part a product of housing segregation. Immigrants with a low socio-economic status might be priced (or, in cases of discrimination, kept) out of neighbourhoods with quality schools, while native families might move out of neighbourhoods with growing immigrant populations (so-called “white flight”). Some pupils have been able to gain access to quality schools outside their neighbourhood through “school choice” programmes, which give parents greater opportunity to choose the school that their will children attend. However, many of these “school choice” programmes do not play in the favour of families with an immigrant background or a lower socio-economic status. Native families are found to be more likely to use school choice and opt out of schools with high concentrations of immigrants. The OECD suggests that “school choice” programmes can use simple lottery mechanisms to minimise immigrants’ “outsider’s disadvantage.”

One strategy is to break the link between immigrant clustering and poor educational performance is to focus on improving the school and teaching quality of schools with high proportions of immigrants.

Quality in Multi-Ethnic Schools (QUIMS) in Switzerland raises educational standards and provides a quality assurance for schools with 40% or more pupils from immigrant backgrounds, with a view to attracting more native Swiss and middle class pupils. These schools benefit from extra resources and professional support in specific areas like language instruction, needs assessments for ongoing support and an inclusive, non-discriminatory whole-of-school ethos.

www.quims.ch



Another strategy is to mix predominately native and immigrant schools. For instance, schools with predominately native pupils offer financial incentives to attract migrants. Some benefits may come from developing strong curricular and extra-curricular partnerships between nearby schools with respectively high native or immigrant populations.

One idea is reducing both immigrant and native school segregation, as put forward by the 2006 Copenhagen Model for Integration. Predominately immigrant schools would use various outreach strategies to attract ethnic Danish families, while predominately ethnic Danish schools hire integration workers and native language translators to attract immigrant families. It should be noted that about 15% of the achievement gap between immigrant and native pupil is explained by immigrant clustering and parents' educational attainment.

www.kk.dk



Removing biases from selection and grouping in the school system

Immigrant clustering may also be the result of in-built biases in the education system. It is common educational practice to begin grouping and tracking pupils according to "higher" or "lower" ability. However, if a child has a lower socio-economic status or an immigrant background, research suggests that he or she is more likely to be placed on a lower ability track than a peer with similar standardised test scores. The biases that explain this disadvantage are the use of subjective teacher recommendations, tracking at an early age, a multitude of different school types and the possible misdiagnosis of immigrant or ethnic minority students as "special needs" students.

Educational reforms have recently been launched in numerous EU Member States. The timing of selection for abilities tracking can be made relatively late, so that youngsters have enough time to overcome unequal starting positions. Various school types can be combined into one, so that pupils of the same age can benefit from a demanding, high-quality curriculum. Assessments can then be based on more objective criteria, so that the influence of stereotypes and misperceptions is minimised. Specialists conducting "special needs" assessments can be trained to recognise language difficulties, culturally



different behaviour and negative stereotypes in immigrant pupils. The concept of the 'Top Class Primary School' allows motivated children with potential to attend an extra year of primary school to enable them to pass the entrance exam to a more prestigious educational track. It is too early to tell whether these various promising efforts will succeed in providing more accurate assessments and more appropriate educational tracks.



Immigrant pupils tend to succeed in school systems with fewer school types, later selection for ability grouping and objective means of assessment, including for special needs cases.

Accurate assessments of newcomers' prior learning abroad

Educational institutions need to properly assess newcomers' previous level of schooling in their country of origin. Authorities may leave the assessments up to school staff on a case-by-case basis. Schools often lack the competence or resources to determine the amount of schooling and the equivalence of the school system in the country of origin to that of the host country. Furthermore, if the assessment is not conducted either wholly or partly in the pupil's mother tongue, the pupil is more likely to be placed in a class below their age group, which has a negative bearing on their educational and social development. A lack of uniform criteria is likely to lead to inconsistent application across the country. An incorrect level or grade placement and the resulting mismatch of support for newcomer students can go unrecognised if there are no reviews of student placement.

Authorities should establish uniformly-applied criteria based on current country of origin information for the assessment of prior learning. At the same time, instruments to assess their proficiency in the language of instruction can be used to design appropriate language support programmes. Recently introduced measures for the assessment of prior learning in a number of countries are often underused due to a lack of awareness of these measures among immigrants and among the administrations providing them.



Assessments of prior educational attainment abroad for enrolment in full-time compulsory education are made on the basis of external criteria in countries like Belgium, Hungary, Luxembourg, Malta, Portugal and Romania.

In Belgium, asylum seekers or refugees who cannot provide the necessary documentation for procedures on the recognition of foreign degrees or certificates of primary or secondary schooling may make a solemn declaration.

In France, the assessment of school level and language competence is completed upon arrival by a specialised service of the Ministry of National Education in a language the student understands.

Newcomer pupils, especially those who do not speak the language, benefit from orientation programmes to overcome initial barriers linked to the disruption in their education and their families' conditions of settlement. The ultimate goal is to help each pupil make the transition as seamlessly and quickly as possible. These programmes are intensive, often limited to a few months and guided by explicit curriculum on the country and its school system. The Council of Europe recommends that educational authorities give consideration to allowing newcomers at the immediate stage of school orientation to undertake parts of their studies in their mother tongue. Children transitioning between school systems are prevented from falling further behind their native classmates by continuing to develop the cognitive and learning skills necessary to successfully pursue their studies in the language of instruction.

High, uniform standards for assessments of prior learning and orientation programmes ensure that newcomer pupils enter the school system at the right level.



Starting Point, Bolton's Gateway Refugee Project (UK), provides newcomers who do not speak English with an introduction to the English-medium British education system. On average the children stay at Starting Point for six weeks. The aim of Starting Point is to offer pupils a safe, secure environment. Increasing their self-confidence, communication and skills within a variety of educational experiences enables them to cope better in mainstream schools.

www.refugee-action.org.uk/ourwork/projects/Gateway.aspx



Systematic ongoing support on a needs basis for immigrant pupils

Fluency in the school's language of instruction is critical for immigrant pupil achievement and has become a top priority for education policy-makers in countries of immigration. After the initial settlement period, funding for systematic, ongoing support is generally limited to so-called "vulnerable pupils." Studies on the impact of the migratory experience on educational performance indicate that one of the biggest hurdles to effective language learning is the availability of support at all school levels. These additional support measures should be available for various ages and levels of proficiency and extend beyond language support, since immigrants who speak the same language as native pupils will also benefit from assistance catching up with content.

The methods, quality and degree of implementation of additional support differ significantly across and sometimes within EU Member States. Some schools opt for the "integrated model." After newcomers are assigned to the proper year of schooling and complete the orientation programme, they directly enter mainstream education. Language immersion in the regular classroom is supplemented with additional systematic language support either after-school or during normal hours. The latter involves "pull-out programmes" which take students out of the regular classroom for a few



hours of instruction. Other schools adhere to the “separate model.” After orientation, newcomer children are placed in separate classrooms tailored to their specific needs. They must attain a certain level of language proficiency before being transferred into mainstream education. The ultimate objective of both models is understood to be integrated education as a means to facilitate the building of social bonds and to enhance the performance of all pupils in the mainstream classroom.



Ongoing support helps immigrant pupils catch up in as short and transitory a manner as possible. These courses benefit from well-established and regularly evaluated quality standards for second-language learning and close teacher collaboration on integrated content learning.

The appropriateness and structuring of the two models is in need for further evaluation and discussion. For example, the OECD notes that it is neither necessary, nor advantageous for immigrant children to perfectly master the language of instruction before they are allowed to enter the mainstream classroom. Language and cognitive development go hand-in-hand, meaning that immigrant pupils will better learn the language in meaningful, practical and interactive settings.

It follows that second-language learning should integrate content learning corresponding to the lessons in the mainstream curriculum. The most successful programmes involve:

- Systematically high standards and requirements for second-language learning;
- Close cooperation between mainstream and language teachers;
- Centrally-developed classroom materials;
- Arrangements that lead to more—and not fewer—hours of face-to-face instruction for participating newcomers;
- Actions to counter any stigmatising effect for participants.

Countries with well-established and clearly-defined language support programmes have relatively smaller performance gaps between immigrant and native pupils, or between first- and second-generation immigrant pupils.



Immigrant pupils in Sweden take a course in Swedish-as-second-language (SSL) until they can speak and write about complex ideas. SSL teachers must be certified in second-language teaching and follow an explicit curriculum. These additional language courses in an integrated model involve the same course-load and proficiency requirements as mainstream Swedish courses and lead to the same qualification for postsecondary education.



www.sweden.gov.se/sb/d/2063

The Estonian Integration Foundation provides an early, systematic multilingual 'Language Immersion Programme,' developed on the basis of similar programmes in Canada and Finland. Graduates had a higher level of language proficiency than their non-immersion peers, while maintaining comparable math and science results as well as fluency in the mother tongue. These achievements and the high levels of parental satisfaction were related to the programme's voluntary nature, close cooperation between parents and programme designers and continued support of mother tongue and culture tuition.

www.meis.ee/eng/immersion



Resource allocation mechanisms

Additional resources at either individual or school level follow changes in the population to ensure adequate support for newcomers' transition to the school system and for sustaining a welcoming school environment. Supplementary funding is less a cost than an investment for a city, region, or country with a population of second-language learners. Schools not only obtain funding, but can also invest in developing their expertise in integration and second-language teaching, which can later be recognised and exchanged with less experienced schools at municipal, regional, or national level.

In order to identify schools most in need, policy-makers must determine the resource allocation mechanism's target group (i.e. foreign-born, non-native speakers, low socio-economic status, disadvantaged areas), the funding distribution between different levels of education (i.e. pre-primary, primary, secondary) and the governance level for distributing these funds within the country's education system (i.e. municipal, regional, national).

The 'Ethnic Minority Achievement Grant' (EMAG) in the UK allocates funds for additional needs-based support funds based on the school's number of pupils from nationally underachieving ethnic minority groups and of second-language learners. A recent evaluation demonstrated a shift in focus from language support to underachievement by setting clear targets for narrowing achievement gaps and by bringing in local authorities to provide supportive strategies.

www.qca.org.uk/qca_7278.aspx

The Priority Education Zones (ZEP) in France, created in 1981, mixes geographic and origin-based criteria for the allocation of public resources to promote equal opportunities. For instance, one of the criteria used is the proportion of children with at least one parent born abroad.

www.educationprioritaire.education.fr/





Training and recruiting teachers for a diverse classroom

Education experts agree that teachers are the most important input that education systems can provide to improve the educational performance of pupils, especially for those with an immigrant or disadvantaged background. Yet these are the least likely groups to receive high-quality teaching. Research demonstrates that mainstream tools for improving teacher quality—lowering class size and hiring more quality teachers and assistants—are more effective for raising achievement among immigrant and disadvantaged pupils than for the average pupil body. The younger students are when they benefit from high-quality teaching, the greater the impact on their overall academic career.

Diverse schools hiring more quality teachers and assistants can adopt initiatives to encourage applications from those with an immigrant or minority background. Some evidence points to a positive effect on immigrant pupil outcomes, since teachers with an immigrant or minority background tend to have more positive perceptions of, expectations for, and interactions with immigrant pupils. Being a high-quality teacher for immigrant pupils is determined by a wide range of characters, meaning that background is an important but not the only recruitment criterion. Increasing the share of teacher staff with an immigrant background is an effective if underused means of enhancing the school's intercultural competence and bridge-building with local communities.

Possible positive measures that schools can adopt include the facilitating the recognition of foreign teaching diplomas through, for example, the provision of re-qualification courses and outreach campaigns in cooperation with educational authorities and teacher training institutes.



The Training and Development Agency for Schools in England and Wales attracts new teachers from visible minority backgrounds through targeted advertising, mentoring programmes, grants for trainings and recruitment targets for teacher training institutes.



www.tda.gov.uk/partners/recruiting/diversesociety.aspx?keywords=ethnic

Another targeted strategy for improving teacher quality is the introduction of a requirement for all teachers to acquire the basic skills necessary to teach a class of culturally and linguistically diverse pupils.



Hiring more quality teachers is one of the most effective inputs for improving attainment levels, especially for pupils with immigrant or disadvantaged backgrounds. Raising the number of teachers with immigrant backgrounds and/or with intercultural education training improves student attainment, teachers' expectations and the overall quality of the learning environment.

Language learning takes place in every regular classroom, no matter if the subject is literature, algebra, or chemistry. The classroom requires intercultural competence, managing cultural differences in the classroom, conflict resolution skills, diagnostic skills to differentiate language problems from learning deficiencies and skills to develop didactic instruments and learning strategies. Teachers who are not well-prepared or trained to deal with a diverse classroom may have a less favourable perception and lower expectations for children with a different racial, ethnic, religious or social background, which hamper their scholastic achievement and self-esteem.

Belgium, Finland, the Netherlands, Norway, Portugal and the UK, for instance, have specified the intercultural competencies that teachers must acquire by the end of their training. These include knowledge of the situation of pupils from different cultural background, their perception of those pupils and their ability to deal with relations between pupils of different cultural origin.



Teacher teaching institutes and incentive-based in-service training are central to equipping future and current teachers with various professional development tools like good practice guidelines on language support and educating second-language speakers. Universities and centres of excellence on intercultural education and second-language learning can design common high-quality curriculums, training modules and implementing guidelines for educators and policy-makers. These trainings can have the positive side effect of raising awareness among teachers of their potentially, if unintentionally, lower expectations, leading to behaviour change.

A British pilot programme entitled 'Raising the Achievement of Bilingual Learners in Primary Schools' provided professional development and best practice materials to raise primary teachers' expertise and confidence. It became a national strategy in 2006 once evaluations showed that programme schools had raised pupils' expectations, classroom participation and English skills, to the point of out-performing similar non-programme schools.

www.dcsf.gov.uk/research/data/uploadfiles/RR758.pdf



Prioritising the implementation of intercultural education

The success of the intercultural competence approach to raising teacher and school quality cannot occur without changes in their institution. An individual teacher's ability to use the skills and material acquired in training depends on the level of the whole school's commitment to intercultural education. For instance, pupils surveyed in training institutes in Catalonia in Spain, the Netherlands and Sweden thought that intercultural education needed to be better prioritised not only in courses, but also in their field experiences.



The widespread public discourse on the importance of intercultural education needs to be translated into practice by school administrators. Practices include modules or subjects on intercultural education and citizenship, multi-ethnic representations in teaching materials and more diverse extra-curricular activities. The Danish government's 2006 'European conference on Active Participation of Ethnic Minority Youth in Society' proposed that specialised centres could be set up to provide training on conflict resolution, communication skills and intercultural mentoring programmes to empower young people and raise aspirations and attainment.



Fully implementing intercultural education in the curriculum, teaching materials and extra-curricular activities raises native pupils' awareness and immigrant pupils' confidence.



Since 2004, 'Diversity and Multiculturalism' is a mandatory and examinable subject in British schools for pupils aged 11 and 19. The subject covers issues related to a diverse society, including ethnic and religious communities and their cultures, changing patterns of internal and external migration and the political and economic causes of migration at home and abroad.



<http://curriculum.qca.org.uk/index.aspx>

In the Czech Republic, implementation of the intercultural approach is monitored in individual schools. Inspectors check that the school head, teachers and other school staff implement guidelines in the directive from the Ministry of Education, Youth and Sports for fighting racism, xenophobia and intolerance in school ethos.



www.msmt.cz

6.2 Investing in pupils

Education policy-makers have an interest in enhancing the reach and rigour of pre-school and childcare for all its residents. Early education provides the best developmental opportunities for young children. Children who attend high quality pre-schools and nurseries develop stronger reasoning and problem solving skills, are more cooperative and considerate of others, develop greater self-esteem and are better equipped to make an effective transition to primary school. The benefits of early education continue to accrue during primary and secondary education and smooth the transition into further education and the labour market. Pre-schools and nurseries also free up time for mothers to participate more actively in society and the labour market.

International research confirms that pre-schooling helps children from socio-economically disadvantaged families get ahead in school. Likewise those from foreign-language families get early and frequent contact with the host country's language of instruction, precisely at an age when they are most receptive to language acquisition.

Low-income families, among which immigrants may be overrepresented, are less likely to attend early-childhood care and education. All parents can face difficulties accessing early childhood care where places are limited or fees are high. Low-income and immigrant parents may also have insufficient information on existing options, less confidence in strangers as care-givers, and a greater preference for the conveniences of informal home-care provided by family members. Immigrant parents using pre-school and nursery services may find that there is an absence of dialogue, understanding and empathy between themselves and staff, when nursery staff lack intercultural experience and, more crucially, the skills to teach the host country's language as a second language. Furthermore, many pre-schools are unable to adequately assess the linguistic skills of immigrant children to ensure they receive appropriate language acquisition and support programmes (where these exist).

High-quality pre-schools and nurseries must meet the needs of those linguistically diverse and socio-economically disadvantaged families. Authorities can effectively ensure participation among low-income families by providing targeted financial support, or free-of-charge access to pre-school services. Training in second-language education can be required of pre-school teachers and accompanied by new recruitment procedures prioritising second-language teachers and caregivers who are foreign-born and professionally-trained. To be effective, their teaching methods and programmes need to be directly comparable to those used in primary school. Outreach strategies can be used for education providers and immigrant parents to inform each other about the benefits of early education on the one hand and the families' specific needs and expectations on the other.

Denmark, Finland and Sweden have secured a high immigrant participation rate through their age-integrated approach that combines various education and childcare programmes in the same local centre for children ages one to six.

Eurydice's 2009 Report *Early childhood education and care in Europe: tackling social and cultural inequalities* recommends the creation of a unitary system with settings for all age groups of 0-6 years, where all staff receive high-quality training in learning and cultural approaches and establish active partnerships with parents from disadvantaged and diverse backgrounds:

http://eacea.ec.europa.eu/ressources/eurydice/pdf/0_integral/098EN.pdf





Outreach and partnership with parents from disadvantaged backgrounds

Parents play a vital role in the education of their children – in language acquisition, assistance with homework and learning, in guidance on career paths and expectations and as role models. Yet parents with a lower socio-economic status, including immigrants, tend to participate less in school activities. International surveys confirm that immigrant parents have high hopes for their children's education, but face numerous barriers to participation. These include limited financial resources and "insider" knowledge of the education system, feelings of being unwelcome in an unknown school environment, language barriers and different cultural expectations for the family's role in the education process. Schools can facilitate the relationship between parent and child with strategies not only to develop the competencies of the parents, but also support children, who may find themselves in the role of interpreter or explainer between parents and teachers.

An effective outreach tool is the provision of easy-to-access information in newcomers' settlement packages about the country's school system and the availability of supplemental learning opportunities and language services like translated materials and interpreters. Schools can also invest considerably in orientation programmes for immigrant parents concerning enrolment, settlement, active involvement and accessing information about future choices within the school system. This support can extend from administrative help, including translated information about the school system for parents and pupils, access to interpreters, dedicated staff to meet the needs of immigrant pupils and their families, and meetings specifically for immigrant families, to psycho-social support. Home visits are commonly used and quite beneficial tools to engage with families from disadvantaged backgrounds.



Active outreach strategies for immigrant and disadvantaged parents, and voluntary continuing adult education programmes for all, generate better attendance and school results, and increase parents' participation in school events and activities.



In Ireland, information on the school system is available on the Department of Education and Science website in six languages. An information booklet is also prepared by the Reception and Integration Agency in the main languages of the immigrant population which can be used by parents of asylum seekers and refugees and by unaccompanied minors.

www.education.ie / www.ria.gov.ie



Since 1997, the AOE project (Ausbildungsorientierte Elternarbeit) in Frankfurt am Main has trained 60 'mediators' from migrant organisations and schools. They have conducted orientation workshops in 17 different languages for 3,450 people in 2006 alone on the German educational and training system as well as on issues like dyslexia, hyperactivity, career counselling services and multilingualism.

www.stadt-frankfurt.de/amka



In Sweden, interpretation must be provided if necessary at special introductory meetings held with newly arrived families in order to explain the rights and basic values related with pre-school and school education. Parents are also entitled to interpretation in order to follow the twice-yearly 'personal development dialogue.'

The international initiative, 'Home Instruction Programme for Preschool Youngsters,' aims to raise awareness and capacities of parents with disadvantaged backgrounds, including immigrants and ethnic minorities, by making available tutors from within their communities. The cognitive abilities of participating children have significantly improved compared to other children, according to regular evaluations in countries such as Germany and the Netherlands.

www.hippy.org.il



Several countries have been experimenting with voluntary continuing adult education programmes to see if they meet the needs of immigrant parents and help transform the school into a community centre bringing together native and immigrant backgrounds. Also known as the "broad-based school," "community school," or "full-service school," these programmes are based on the idea of encouraging parent participation. Providing parents with free host and home language training, and services like sports and internet access can have the effect of raising their trust in the school, and their expectations and support for their child's school performance.

The 'Rucksack' project of the RAA Essen (Germany), which combines language training and other educational activities in kindergarten and elementary education, trains migrant mothers to run local groups of other migrant mothers that build their competencies in supporting their child(ren)'s learning. The project's qualitative participants' evaluation demonstrates that the project has made and sustained positive changes in parent-teacher relations.

www.essen.de/module/bildungsangebote/index.asp?version=integrationsatlas

The Mother Child Education Project informs parents of Turkish origin in Belgium, France, Germany, the Netherlands and Switzerland about the educational system in their country of residence and assists them, particularly women, in obtaining the skills and means to participate in local social and educational activities. The non-governmental foundation of the same name (AÇEV) collaborates with local migrant and women's associations, representative consultative bodies and mainstream civil society associations. AÇEV supervises and trains in-country instructors who establish support programmes and courses in both Turkish and the language of the country of residence. The external academic evaluation comparing AÇEV-trained and non-trained families revealed that the project improved mother's self-esteem and interest in schooling. The project was also assessed favourably in terms of the effectiveness and efficiency of implementation and dissemination.

www.acev.org/educationdetail.php?id=16&lang=en





In France, the new experimental action, 'Ouvrir l'école aux parents pour réussir l'intégration' was launched in November 2008 in 61 primary and secondary schools and will be evaluated in 2009. The aim of this voluntary initiative is to familiarise the parents of first or second generation children with the school system, its objectives and workings, so that they can better participate and assist their children with their school work. The programme also offers voluntary language courses.



www.education.gouv.fr/bo/2008/31/MENE0800648C.htm

Mother tongue tuition

Most countries offer some support to mother tongue language and culture learning, with varying levels of commitment. This support traditionally rests on the "interdependent hypothesis" that immigrant pupils cannot master a new language until they formally learn and think critically about the one they learned first and may use at home. The OECD's literature review finds no clear research consensus to support or reject the interdependent hypothesis, which helps explain the confusion and politicisation that can arise around the role of mother tongue tuition.

Multilingualism has become a priority for those developed countries that see themselves operating as knowledge-based, innovative and globally interconnected societies. When pupils enter the labour market with second tongue and mother tongue fluency, this human capital brings measurable economic and socio-cultural benefits to the country of destination, especially when knowledge of their mother language is coupled with knowledge and networks in their countries of origin.

Mother tongue tuition can be the cornerstone of a school's intercultural education and foreign-language curriculum. Pupils with an immigrant background will be able to retain and develop this form of human capital, which they can then share with interested students without an immigrant background. Native pupils in these schools will have more and better foreign-language learning opportunities and intercultural skills to work and live in their diverse society and abroad. It may be too resource-intensive for every school to deliver high-quality bilingual education options for the various language groups in its student body. However there are a variety of cost-effective curricular options that are available for all interested pupils, with or without immigrant backgrounds. A diverse curriculum can be integrated into the foreign languages on offer in primary and secondary school, including advanced subject courses. Another option is to bring bilingual classroom assistants into the regular classroom for occasional lessons. Such a concrete application of a school's intercultural education approaches allows for better learning and social bridge-building opportunities.



Knowledge of home languages and cultures contributes to the human capital of a country of immigration, which policy-makers can maximise as a function of their goals for world-class education and labour market competitiveness.

'Linguistic diversity in the Portuguese School' promotes intercultural and multilingual competence and combats segregation by providing bilingual Cape Verdean Creole and Chinese Mandarin pilot schools that are open to both native-speaker immigrant and native Portuguese pupils.

www.iltec.pt/projectos/em_curso/turmas_bilingues.html



Mother tongue courses (and specifically the mother tongue teacher) can also play an important facilitating role between families and schools. Organising the provision of such courses can be part of a school's proactive outreach to parents in order to mobilise immigrant families and community members. Schools can make educational resources and space available or subsidise programmes offered outside the classroom.

The Supplementary Schools Forum in Bristol, UK, is made up of 25 voluntary community-based schools providing extra lessons on home language and culture, as well as on mainstream subjects like English. A 2005 evaluation found that the positive impact that these schools have on school performance, self-esteem and identity could be enhanced through a city platform for best practice. The Forum has encouraged greater exchange and partnerships between established and newly-arrived communities and with mainstream schools.

www.bristol.gov.uk/ccm/navigation/community-and-living/equality-and-diversity

In Sweden, a pupil attending compulsory education and upper secondary education is entitled to mother tongue tuition provided that: one or both of the parents/guardians have a different mother tongue than Swedish, the language constitutes a daily form of communication for the pupil, the pupil already has a basic knowledge of the language and that he or she is willing to receive tuition. The tuition is implemented where at least five pupils and a teacher are available, which makes it common practice in schools with high proportions of immigrant pupils and in independent schools with a language profile. Recent research has observed that taking a mother tongue language course can have a positive effect on a child's grades and sense of identity and belonging. It also increased parents' involvement in schooling, even when taking into account their income and education levels.

http://eacea.ec.europa.eu/ressources/eurydice/eurybase/pdf/section/SE_EN_C10_7.pdf



Providing role models and mentors for immigrant pupils

Mentors can play a valuable role in coaching and guiding young people through their education. Young professionals from immigration backgrounds could be engaged (on a paid or voluntary basis) as teaching aides to provide additional support to immigrant pupils. This would not only provide immigrant pupils with academic support, but with positive role models. This can be particularly valuable where ethnic communities are splitting into two distinct groups – the underclass and the emerging middle class elite. Upwardly mobile mentors can provide inspiration and guidance to fellow students with lower academic performance.



Mentorships raise immigrant pupils' confidence and build bridges with role models from emerging immigrant elites.



The Institute for Multicultural Development (FORUM) and de Baak (the Educational Institute of the VNO-NCW employer's organisation) facilitate the personal coaching of highly educated young people from immigrant backgrounds in the last stage of their studies. A mentor provides assistance in building their personal competencies and leadership qualities.



www.forum.nl/wereldstalent/organisaties.html

After-school assistance to improve performance and build bridges

Recreation activities, for example sporting events and summer camps, can facilitate communication between and among immigrant children and natives. The parents of these children can be encouraged to participate and, if possible, assist in their organisation. Events can also be organised in cooperation with immigrant organisations.



After-school activities build bridges between participating immigrant and native pupils and the organising schools, parents and immigrant associations.



The Jacobs Foundation in Switzerland supports summer camps for second-language learners from immigrant families. Various methodologies, such as theatre education, are tested and the outcomes of participants and control groups are evaluated over time with the aim of improving knowledge and disseminating successful approaches.



www.jacobsfoundation.org

Since 1991, the 'École Ouverte' in France opens primary and secondary schools for a wide range of cultural, leisure, foreign language and other learning activities on Wednesdays and Saturdays and during school vacations like summer and winter break. The programme is open to all pupils living in problem urban areas and from disadvantaged economic and cultural environments, including newcomer immigrant pupils. Qualitative evaluations show the programme is an effective means to fight against neighbourhood conflict and to improve social integration, the school environment and relationships between teachers, parents and local communities.



<http://eduscol.education.fr/D0116/accueil.htm>

Also in France, since September 2008, the ministry of national education has set up a "school guidance" voluntary option in primary and the first four years of secondary school. During two hours of after school supervision, teachers can help students with their homework and offer extra school lessons or sport, cultural or art activities.



www.education.gouv.fr/cid5677/accompagnement-educatif.html

6.3 Facilitating the transition to higher education and the labour market

Within the EU, tertiary education is recognised as a crucial strategy for fostering innovation, productivity and growth in a knowledge-based society. The proportion of young immigrants completing tertiary education varies considerably across immigrant communities. These differences are likely to arise where young people have experienced disruption in their education (as is the case with most asylum seekers and refugees) and/or have come from countries where fewer people have access to education and, as a result, do not have the academic qualifications to enter into tertiary education. Differences also reflect the value that parents attach to higher education.

Government, educational institutions, civil society organisations, foundations and private companies can increase the number of scholarships and programmes they provide to talented young people from immigrant backgrounds (and their parents).

In France, various programmes have been developed to promote diversity in centres of excellence in higher learning. The Institute for the Study of Political Science 'Sciences-Po' has admitted hundreds of students (two thirds with a foreign-born parent) through an adapted selection procedure. The 'Une grande école? Pourquoi pas moi?' a three-year-long coaching programme started by ESSEC, a business and management school, has been taken up by thirty elite schools, reaching 3000 students. Similar individual-level support has been granted in engineering and management programmes by the large French telecom companies through 'Cercle Passeport Telecoms.'

www.sciences-po.fr / www.pourquoipasmoi.essec.fr / www.passeport-telecoms.com



Alternative schooling

Young people who have rejected traditional forms of schooling need an alternative to develop their competencies, which they view as attractive and relevant. Education that comprises needs-based modules and is practical and reliant on modern technologies is much more appealing to young people. For instance, 'second Chance Schools' are intended to provide new education and training opportunities to young excluded people who lack the skills and qualifications to enter further training or the job market.

Vocational education and training

Part of the Lisbon Agenda 2000/10 to make the EU the world's most dynamic and competitive knowledge-based economy is to increase the number of young people completing upper secondary education. Higher education is considered to be the most desirable route to obtaining the skills necessary for a knowledge society. While every



attempt can be made to ensure that young immigrants acquire the competencies to successfully complete secondary education, vocational education and training is a secondary option for those who, despite support, are likely to fail upper secondary education and leave school with very limited prospects.

Immigrants are underrepresented in further education and training and have a high drop-out rate. Outreach programmes to provide information to immigrants on available courses may be ineffective or non-existent, courses may be ill-adapted to the different educational, cultural and/or linguistic backgrounds of immigrants. Courses may not be structured in a flexible way to ensure that pupils are able to balance family and work commitments. Actions to overcome these obstacles will help to encourage young immigrants to pursue further education and to encourage those who have dropped out of, or abandoned their studies, to return.



The Danish Ministry of Integration's campaign, 'We need all youngsters,' aims to encourage more young immigrants to begin and complete vocational training. The campaign includes a task force that assists vocational schools in facilitating initiatives to lower the drop-out rate among immigrants and promotes best practice.



www.brugforalleunge.dk/fileadmin/bruger_upload/Billeder/Publikationer/English_Summary_evaluation_BFAU_final-version.pdf

Furthermore, the Danish 'New chance for all' policy seeks to integrate unemployed people from ethnic minorities into the labour market. It includes compulsory participation in general or vocational education for all young recipients of cash benefits. Special programmes assist young people under 25 who have not completed a youth education programme. The programmes also provide young people with the qualifications needed to complete vocational training.



www.nychance.dk

The PALMS project created a 250-person network of experts and social workers from Italian municipalities to develop integration and labour market insertion pathways for unaccompanied minors that would entitle them to apply for a residence permit upon the age of 18. Pathways were individually designed for 260 unaccompanied minors, of whom 179 secured an internship, 157 a scholarship and 110 the necessary job at the end of the training.



www.comune.torino.it/stranieri-nomadi/min_stranieri/progetti/equal.htm

First and second generation pupils can face greater disadvantages than their native peers in getting their first job, because of their families' socio-economic status, weaker social networks and insufficient knowledge of the "ins and outs" of the labour market. Moreover, discriminatory recruitment practices cannot be overlooked.

Encouraging early entry into the labour market

In recruitment procedures, employers tend to give greater weight to an immigrant's in-country work experience than to previous work/education experience abroad or to certificates of participation in host-country language courses. Contracts combining work and learning opportunities allow pupils to obtain various work, language and additional soft skills and help them see their own potential and the value of their work. Profession-based and on-site language trainings are recommended to ensure that host country language tuition for young immigrants does not become excessive and ineffectual. On-the-job programmes can also be useful for those with work/education experience abroad needing additional certification.

Increasing the number of young immigrants in apprenticeships and other trainee schemes is one strategy for addressing youth unemployment. In addition to supply side measures, strategies are also required to encourage more young immigrants to engage in vocational training. The success of apprentice-style programmes depends on the quality of cooperation with the firms providing the posts. Authorities can provide screenings of job or internship openings and certify the necessary basic language level and competencies needed to exercise that function. They can also step in to ensure consistently good quality and delivery of the apprenticeships agreed between schools, civil society organisations and various types of employers. Small and medium enterprises (SMEs) are an especially hard-to-reach employer group.

Early work experience through quality-assured apprenticeships and work/learning programmes proves to be especially significant for immigrant youth labour market outcomes.



Austria and Germany have systems of early and well-established apprenticeships of significant durations, which lead to a diploma and an individual employment record. The TIES research project found that second-generation Turkish immigrants in these countries were better equipped to enter the labour market, less affected by discriminatory hiring practices, and better off in terms of employment outcomes than in countries that lack apprentice systems.

www.tiesproject.eu

The city of Vienna has been able to raise the number of its apprentices with a migrant background through the use of multilingual flyers and website advertisements. All trainees receive information on diversity and complete a module on intercultural education. The Step2Work programme in the Netherlands helps non-specialised school leavers enter the labour market by securing and financing a year-long work placement after which the employer should negotiate a regular work contract. During this placement the project provides participants with a preparatory course and ongoing training. The project





met its first year targets with 102 of the 120 participants obtaining a contract and the establishment of a trained group of counsellors and a tested training curriculum.

www.nuon.com/nl/Images/Jaarverslag%20Step2Work_tcm164-66002.pdf

The project 'Network for vocational training – training by foreign entrepreneurs' in Mannheim, Germany, addresses the dual problem of immigrant school leavers unable to find an apprenticeship and of the limited capacity of migrant entrepreneurs to supply them. The project facilitates the creation of new apprenticeships in the commerce and gastronomy sectors and provides supplemental trainings on intercultural competencies and multilingualism. 120 migrant entrepreneurs participate and the figure grows by 12-15 per year. 80% of participants ended up permanently employed by the company, while the rest found work or moved on to higher education.

Positive action

Government and private companies can adhere to codes of conduct for fulfilling certain criteria concerning respect for diversity in recruitment practices. Legal obligations to promote equality and diversity can be required of the public sector as well as of companies that win public procurement contracts, loans, grants, or other government benefits. For small and medium enterprises that are especially hard-to-reach, direct government wage supports or fiscal advantage have proven very effective for encouraging the recruitment of individuals who are traditionally disadvantaged on the labour market (young immigrants, the long-term unemployed, those with disabilities, etc.)



Under the 'Plan Rosetta' in Belgium, employers receive a refund of their contribution to social security if they commit to at least 3% of their workforce consisting of young people, with children of immigrants receiving a double weighting.



<http://pdf.mutual-learning-employment.net/pdf/official-paper-belgium-jun01.pdf>

Tailoring policies to the needs of young immigrants

The European Employment Guidelines, which are common priorities for national employment policies, recommend that Member States implement a set of measures guaranteeing that no young person is left behind without training or employment. Strategies are tailored to meet the specific needs of certain groups of immigrant youth who have poor labour market outcomes.

Education and integration policy-makers have developed programmes that assist pupils in preparing for, securing, or even creating their own first jobs in a career matching their skills and aspirations. The outputs proposed to participants in these programmes range

from the acquisition of self-confidence, “soft” labour market skills, professional support networks and certifications, all the way to apprenticeship positions and jobs. These programmes are intended to impact on socio-economic inclusion and on the visibility of what young immigrants can and have contributed to economic life.

Many young immigrants who are not in employment or education benefit from empowerment activities that provide them with the impetus and resources to change, the belief that this is possible and the skills to do so. ‘Citizen centres’ can be resourced to provide young people with access to information, internet, language courses and “soft skills trainings.”

Programmes can enhance pupils’ “soft skills”, which improve entry-level job prospects, by providing greater opportunities for informal learning such as resource centres, trainings, mentoring and accessing networks.



Germany’s ‘Jugendmigrationsdienste’ (JMD) is a focused integration service for youth with a migration background. There are a total of 360 JMDs which aim to improve young people’s chances of successful integration with respect to language, school and education and the transition to employment by offering individual counselling and case management, group sessions, social advice and networking opportunities.

www.jmd-portal.de/_template.php?browser=ie



Creative methods for engaging immigrant youth and families

Securing ownership means the pupils and the partners choose the project rather than the project choosing the pupils and partners. These programmes do their utmost to capitalise on the local context. They help immigrant pupils to make their own diagnosis of their formal and non-formal education and of the job opportunities around them. Dialogue platforms with immigrant organisations and communities, specifically youth representatives, can be useful to identify barriers to the labour market and strategies for overcoming them.

Job guidance services should be culturally attuned. Easy-to-access information can be made available through translated materials and web-pages as well as by providing access to interpreters or bilingual staff. Young immigrants can be reached through modern communication technologies like interactive websites and electronic media. Countless examples stretch from home visits and hotlines to job fairs, recruitment campaigns, even publicity stunts.



The Austrian EQUAL Development Partnership 'Join In' conducted a tour across Tyrol providing an information campaign, mini-internships, education and job fairs and on-site workshops. Members of the target group were trained as the project's intercultural mentors and proved to be more effective at recruitment than the native Austrian staff. The regional labour market agency received guidelines to revise its data on its users to capture "migrant background" reassessed the effectiveness of current offers for these groups and now conducts greater outreach projects among them and outside urban areas.



www.join-in.at

'Agenda X – Youth in a Multicultural Society' is designed and run for youth by youth. Among its various activities bringing together native and minority youth entering the labour market, their largest single activity is the 'Jobb X' employment course. Several hundred 15 to 26-year-olds participated and the rate of success for finding a job shortly after the programme is 80%—significantly higher than for those attending the standard courses provided by the Norwegian Labour and Welfare Service. The reasons for Jobb X's comparative advantage are its focus on real competencies, individual strengths and a higher teacher-to-pupil ratio.



www.agendax.no

Information and communication technologies (ICT) tools are being used by small-scale initiatives all over Europe to train young immigrants by facilitating intercultural and personalised learning opportunities and the acquisition of literacy, language, subject specific, digital and media skills that can open doors to employment. The dynamic and multimedia features of ICT appeal to young people and (re)engage them in a learning environment that is more interactive and tailor-made to their specific needs. For instance, students can train without recourse to language, using icons or mother tongue translations. Access to computers and basic digital skills are two pre-requisites to seize these opportunities.



The 'Escolhas' (Choices) in Portugal is a bottom-up programme, which, since 2001, has funded and supported 121 projects. They are based on local associations' own diagnoses of how to improve the educational and labour market attainment of at-risk youth of all ages living in disadvantaged neighbourhoods, especially immigrant children. Since 2006, 110 locally-based 'Digital Inclusion Centres' (CID@NET) have provided 27,000 users with free internet access for job searches and diversified support activities. For instance, an "employability" training curriculum was developed within the Digital Literacy of Microsoft.



www.programaescolhas.pt

The LIFT project in Hamburg aimed to build and expand migrant pupils' language skills and intercultural competence, training them also in the proficient use of new media. Targeted at disenfranchised young people, aged 12-16, from migrant backgrounds, LIFT provided an online learning environment with access to web-based learning units and games.

More practices can be found in the 2008 Overview of Digital Support Initiatives for/by Immigrants and Ethnic Minorities in the EU27, IPTS Report.

<http://ipts.jrc.ec.europa.eu/publications/pub.cfm?id=1888>



Mentor and role models

Role models prove to other young people that it is possible to achieve success through education and in the employment market. Individual mentors can not only inspire, but also give targeted coaching and guidance to young immigrants. Programmes may pair pupils from disadvantaged backgrounds with volunteers (employees or retired persons) in a given profession or with professionally certified job coaches. Role models with a similar background have proven to be especially successful mentors, recruiters and project managers for these programmes. Offering job positions as mentors to successful participants helps these programmes fulfil the overall goal of helping young immigrants secure careers matching their unique skill sets and experience.

In the 'Work-Up' project in Belgium, fieldwork consultants from immigrant backgrounds provide individual guidance to young unemployed peers. They provide a bridge between job seekers and public employment agencies by identifying the specific problems their peers face and proposing service improvements. Participating immigrant associations provide complementary counselling and trainings that public agencies do not.

www.minderhedenforum.be/2pers/documents/Work-up_004.pdf

The SpraKuM EQUAL project in Germany implemented the 'Qualification for Language and Culture Mediators' to offer trainings and open up these careers to young immigrants, refugees and asylum seekers who want to serve as intermediaries in improving basic services and ameliorating the health and social situation of more vulnerable immigrants.

http://ec.europa.eu/employment_social/equal/practical-examples/asyl-07-de-transkom_en.cfm





Expanding networks

Many people find jobs through their social networks. Young immigrants generally have less developed networks than natives and this puts them at a disadvantage. Government, civil society, educational institutions and private companies can all play a role in network-building. For example, employers who operate in industries where recruitment through informal networks is common could offer specially targeted workplace induction schemes. 'National Talent Pools' provide a platform for connecting jobseekers with potential employers and volunteering opportunities to improve the CVs of these young people.



'From the Bench to the Pitch' is a project created by one of the largest football clubs in Denmark, Brøndby IF, in cooperation with the Municipality of Brøndby and the Ministry of Integration. It aims to establish contacts between young people with a migration background and the club's network of about 350 sponsor firms. More than 130 young people with a migration background have been placed into apprenticeships or regular employment since 2003.



<http://brondby.com/article.asp?aid=51211>

Volunteering and participation in youth networks can improve the competencies of young immigrants, as well as develop their networks and confidence. Young immigrants in secondary schooling can also be encouraged to undertake casual employment during their school holidays or in their spare time as this can provide valuable labour market experience, help improve language skills and develop social and interpersonal skills.



The Dutch EQUAL project, 'Catch the Coach to Be,' addresses social problems of young immigrants by encouraging them to become youth workers themselves. The project involves the development and execution of teaching programmes, practical coaching, strengthening the multicultural character of youth work, enlarging the number of learning/working places by making contact with employers and the development and implementation of a multimedia learning method.



www.osa-amsterdam.nl/index.php?option=com_content&task=view&id=135&Itemid=88

Overcoming indirect discrimination based on origin and social condition

Depending on the local situation, young immigrants may be disproportionately concentrated in economically deprived areas where residents are more likely to be living in social housing, be unemployed, have poor education, be involved in criminal activity or have mental health problems such as depression. In these cases, the area is unlikely to have expanding business and transport links and employment opportunities may be

poor. The opportunities for young people growing up in areas of economic and social disadvantage are much more limited. Local authorities should encourage employers from outside segregated areas and disadvantaged areas to employ young people from these areas and, where appropriate, consider setting aside a number of reserved apprenticeship places for them.

The Swedish project, 'Lugna Gatan' (Easy Street), aims to reintegrate youth who face social exclusion in deprived areas in several cities. After a three-month training, young people are employed as role models to establish contact with other youth in their area. Several hundred unemployed youth have been helped into training and employment and thousands more have worked as volunteers. The vast majority of those who work or have worked for the project are now engaged in full-time jobs or study.

www.bra.se/extra/measurepoint/?module_instance=4&name=020919974.pdf&url=/dynamaster/file_archive/050118/fa1a18c360e97265c5f6f9c2eea61910/020919974.pdf

France's 'Zones Franches Urbaines' (Enterprise Zones) programme aims to boost economic activity, to reduce unemployment and to facilitate physical and social regeneration in areas with high proportions of school dropouts by improving economic incentives for private companies.

www.ville.gouv.fr/IMG/pdf/zfu-pratique_cle714cfb.pdf





Conclusions

1. Broader societal conditions regulated by different policies, such as immigration, housing, social affairs and employment, may act either as facilitators or as obstacles for an effective education policy.
2. Immigrant pupils tend to succeed in school systems with fewer school types, later selection for ability grouping and objective means of assessment, including for special needs cases.
3. High, uniform standards for assessments of prior learning and orientation programmes ensure that newcomer pupils enter the school system at the right level.
4. Ongoing support helps immigrant pupils catch up in as short and transitory a manner as possible. These courses benefit from well-established and regularly evaluated quality standards for second-language learning and close teacher collaboration on integrated content learning.
5. Hiring more quality teachers is one of the most effective inputs for improving attainment levels, especially for pupils with immigrant or disadvantaged backgrounds. Raising the number of teachers with immigrant backgrounds and/or with intercultural education training improves student attainment, teachers' expectations and the overall quality of the learning environment.
6. Fully implementing intercultural education in the curriculum, teaching materials and extra-curricular activities raises native pupils' awareness and immigrant pupils' confidence.
7. Active outreach strategies for immigrant and disadvantaged parents, and voluntary continuing adult education programmes for all, generate better attendance and school results, and increase parents' participation in school events and activities.
8. Knowledge of home languages and cultures contributes to the human capital of a country of immigration, which policy-makers can maximise as a function of their goals for world-class education and labour market competitiveness.
9. Mentorships raise immigrant pupils' confidence and build bridges with role models from emerging immigrant elites.
10. After-school activities build bridges between participating immigrant and native pupils and the organising schools, parents and immigrant associations.
11. Early work experience through quality-assured apprenticeships and work/learning programmes proves to be especially significant for immigrant youth labour market outcomes.

12. Programmes can enhance pupils' "soft skills", which improve entry-level job prospects by providing, greater opportunities for informal learning such as resource centres, trainings, mentoring and accessing networks.



Annex I

Common basic principles for immigrant integration policy in the European Union



1. Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States.
2. Integration implies respect for the basic values of the European Union.
3. Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible.
4. Basic knowledge of the host society's language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration.
5. Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society.
6. Access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration.
7. Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, inter-cultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens.
8. The practice of diverse cultures and religions is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable European rights or with national law.
9. The participation of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration.
10. Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public-policy formation and implementation.
11. Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective.

Annex II

Integration benchmarking tool



The Annexes to the first and second edition of the Handbook present methods for policies to be translated into projects and for the outcomes of practitioners' activities to be translated by policy-makers into new initiatives. This Annex provides a tool for policy-makers and practitioners who want to learn from and with each other, with the aim to systematically and continuously improving their working methods, standards and their service delivery.

Any type of stakeholder that considers itself an integration actor (policy-makers, service-providers, civil society actors) can benchmark their work together, based on a common mandate, set of objectives and activities.

The method behind benchmarking is comparative analysis, of and by practitioners. Fundamental to its success is participants' willingness to learn with and from each other. In the process, participants identify:

- Key areas for improvement;
- Relevant international legal and professional standards;
- Best practices that meet those standards and factors that are critical for meeting them;
- Lessons that could be transferred from one situation to another, leading to adjustments of one's own policies and practices.

Below is a benchmarking tool that an integration actor can use to develop a benchmarking exercise to learn from and improve their policies and practices. Together, participants go through this checklist on each of the benchmarking's four distinct stages and various steps:

1. Planning

- **Subject:** Integration is a multi-dimensional process: What specific area does your work address?
- **Find a working definition of the process:** Divergent concepts or models of integration can hinder cooperation and comparative analysis. How does your organisation see its work contributing to long-term well-being and convergence of societal outcomes for all members of a diverse society? Is your work promoting active participation, the acquisition of skills and competencies, or institutional openness and cultural change?
- **Seek potential participants:** Who do you have a shared interest in learning from and with? Would you partner with organisations with similar activities, but in different cities or countries? Or would you prefer to learn from organisations with a similar objective, but activities in different sectors?

- **Establish the benchmarking structure:** The leadership of the organisation demonstrates its willingness to benchmark and allocates sufficient resources. What methodology, protocol of engagement and code of conduct will be used among participants?

2. Research

- **Define your direct beneficiaries:** Europe's existing diversity is enhanced by the arrival of immigrants, who are themselves diverse. What members of a diverse society directly benefit from your work on integration? Are they specific categories of immigrants, different generations, the general public, public institutions, etc.?
- **Identify authoritative data sources:** Since national and cross-national gaps on data collection may make the search for comparable data a difficult one, benchmarkers may be their own best resource. What sources are available for disaggregated, comparable data about your beneficiaries?
- **Collect data and map the impediments faced by your beneficiaries:** In your area of work, what problems do your direct beneficiaries report as most frustrating their long-term well-being? If you do not have any information about their experiences, what problems do practitioners most often see and hear about?
- **Translate impediments into areas of improvement:** What would be clear-cut and action-oriented goals that your organisation could adopt to eliminate these impediments and build on integration facilitators?
- **Map the policies:** What goods, services and policies are organisations providing to address these areas of improvement?

3. Analysis

- **Conduct retrospective and prospective impact assessments:** How has your past work impacted on these areas of improvement in your situation? What working alternatives might improve your impact in the future?
- **Standard-setting:** What international legal norms or professional standards directly apply to your field of work?
- **Search for and study best practice:** What practices can be found that best meet the various criteria set out in these standards?
- **Investigation of those practices and organisations:** Techniques range from the simple study of publically-available information to team visits, seminars and more sophisticated methods like peer reviews, exchanges and learning partnerships. How has another organisation used these standards to design the practice? What are



the “next steps” to watch out for in implementation? What factors explain their success?

4. Implementation

- **Make improvements to policy and practice:** Adopt new measures to close or narrow the gap between current and best practices. How could your practices meet and even exceed those standards?
- **Agree on accompanying common indicators, targets and benchmarks:** How could your areas of improvement be translated into common yardsticks and measurements that evaluate your work’s contribution to overall integration?
- **Report, review, and adjust benchmarking process:** How could this process be improved over time in order to continuously improve your performance on this area or to address new subjects?

Annex III

National Contact Points on Integration



Austria

Austrian Integration Fund (Österreichischer Integrationsfonds)

Schlachthausgasse 30, 1030 Vienna, Austria, Fax: +43 171 01 20 35 91

Belgium

Cabinet of the Vice Prime Minister, Minister for Labour and Equal Opportunities

(Vice-Première ministre, ministre de l'Emploi et de l'Égalité des chances / Vice Eerste minister, minister van Werk en van Gelijke Kansen)

Kunstlaan 7 Avenue des Arts, B-1210 Brussel/Bruxelles, België/Belgique, fax: +32 22 20 20 67

Centre for Equal Opportunities and Opposition to Racism (Centre pour l'égalité des chances et la lutte contre le racisme / Centrum voor gelijkheid van kansen en voor racismebestrijding)

Koningsstraat 138 Rue Royale, B-1000 Brussel/Bruxelles, België/Belgique, fax: +32 22 12 30 30

Bulgaria

Ministry of Labour and Social Policy (Министерство на труда и социалната политика)

Free Movement of Persons, Migration and Integration Directorate

2, Triaditza Street, 1051 Sofia, Bulgaria, fax: +359 2 987 39 80

Cyprus

Ministry of Interior (Υπουργείο Εσωτερικών) – EU and International Relations Section

Demosthenis Severis Avenue, 1453 Nicosia, Cyprus, fax: +357 228 67 83 83

Czech Republic

Ministry of the Interior of the Czech Republic (Ministerstvo vnitra České republiky) –

Department for Asylum and Migration Policy

Nad Štolou 3, poštovní schránka 21, 170 34 Praha 7, Czech Republic, fax: +420 974 83 35 12

Denmark

The Ministry of Refugee, Immigration and Integration Affairs (Ministeriet for Flygtninge, Indvandrere og Integration) – Integration Policy Division

Holbergsgade 6, DK-1057 Copenhagen K, Denmark, fax: +45 33 11 12 39

Estonia

Ministry of Culture (Kultuuriministeerium)

Suur-Karja 23 15076, Tallinn, Estonia, fax: +372 628 22 00

Finland

Ministry of the Interior (Sisäasiainministeriö)

Migration Department, Integration Unit

Vuorikatu 20 A, Helsinki, PO BOX 26, FI-00023, fax: +358 916 04 29 40

France

Ministry of Immigration, Integration, National Identity and Solidarity Development (Ministère de l'Immigration, de l'Intégration, de l'identité nationale et du développement solidaire) – Department of Reception, Integration and Citizenship – 101, rue de Grenelle – 75323 PARIS Cedex 07, France, fax: +33 172 71 68 25

Germany

Federal Ministry of Interior (Bundesministerium des Innern) – Unit MI2 Integration Policies -
, Alt-Moabit 101 D, 10559 Berlin, Germany, fax: +49 301 86 81 29 26

Greece

Ministry of Interior, Decentralisation and E-Government (Υπουργείο Εσωτερικών, Αποκέντρωσης και Ηλεκτρονικής Διακυβέρνησης) – Directorate General for Migration Policy & Social Integration, Social Integration Division
2 Evangelistrias St., 105 63 Athens, Greece, fax: +30 21 03 74 12 39

Hungary

Ministry of Justice and Law Enforcement (Igazságügyi és Rendészeti Minisztérium) – Department of Coordination in Justice and Home Affairs and Migration
Kossuth Lajos tér 4., 1055 Budapest, Hungary, fax: +36 14 41 35 99

Ireland

Office of the Minister for Integration
Dún Aímhírgin, 43-49 Mespil Road, Dublin 4, Ireland, fax: +353 16 47 31 19

Italy

Ministry of Interior (Ministero dell'Interno) – Department for Civil Liberties and Immigration – Central Directorate for Immigration and Asylum Policies

Palazzo Viminale, Via A. Depretis, 00184 Roma, Italy, fax: +39 06 46 54 97 51
Ministry of Labour, Health and Social Policies (Ministero del Lavoro, della Salute e delle Politiche Sociali) – Directorate General for Immigration
Via Forno 8, 00192 Roma, Italy, fax: +39 06 36 75 47 69

Latvia

Ministry of Justice of the Republic of Latvia (Latvijas Republikas Tieslietu ministrija)
Brīvības blvd. 36, Rīga, LV-1536, fax: +371 67 28 55 75

Lithuania

Ministry of Social Security and Labour (Socialinės apsaugos ir darbo ministerija) – International Affairs Department
A. Vivulskio Str. 11, LT-03610 Vilnius, Lithuania, fax: +370 52 66 42 09



Luxembourg

Ministry of Family and Integration (Ministère de la Famille et de l'Intégration) –
Luxembourg Reception and Integration Agency (Office luxembourgeois de l'accueil et
de l'intégration- OLAI)

7-9, avenue Victor Hugo, L-1750 Luxembourg, fax: +352 24 78 57 20

Malta

Ministry for the Family and Social Solidarity (Ministeru għall-Familja u Solidarjeta'
Soċjali)

Palazzo Ferreria, 310 Republic Street, Valletta CMR 02, Malta, fax: +356 25 90 31 21

Netherlands

Ministry of Housing, Spatial Planning and the Environment (ministerie
van VROM)

Directorate General for Housing, Communities and Integration

Department for Civic Citizenship & Integration,

Rijnstraat 8, Postbus 30941,

2500 GX Den Haag, the Netherlands, fax: +31 703 39 06 18

Poland

Ministry of Labour and Social Policy (Ministerstwo Pracy i Polityki Społecznej) –
Department of Social Assistance and Integration

1/3/5 Nowogrodzka Str., 00-513 Warsaw, Poland, fax: +48 226 61 11 40

Portugal

Presidency of the Council of Ministers (Presidência do Conselho de Ministros)

Rua Prof. Gomes Teixeira, 1399-022 Lisboa, Portugal, fax: +351 213 92 78 60

Romania

Ministry of Administration and Interior (Ministerul Administrației și Internelor) –
Romanian Immigration Office – Social Integration Unit

24 A Tudor Gociu Street, Bucharest 4, Romania, fax: +40 214 50 04 79

Slovakia

Ministry of Labour, Social Affairs and Family of the Slovak Republic

(Ministerstvo práce, sociálnych vecí a rodiny SR),

Department of Migration and Foreigner Integration

Špitálska 4, 816 43 Bratislava, Slovak Republic fax: +421 220 46 16 23

Ministry of Interior of the Slovak Republic, (Ministerstvo vnútra SR)

Migration Office

Pivonková 6, 812 72 Bratislava, Slovak Republic, fax: +421 243 41 47 59

Slovenia

Ministry of Interior (Ministrstvo za notranje zadeve) – Migration and Integration Directorate
Beethovnova 3, 1000 Ljubljana, Slovenia, fax: +386 14 28 46 95

Spain

Ministry of Labour and Immigration (Ministerio de Trabajo e Inmigración) – State Secretariat for Immigration and Emigration
General Directorate for the Integration of Immigrants
C/ José Abascal, 39 -1ª Planta-, 28003 Madrid, Spain, fax: +34 913 63 70 57

Sweden

Ministry of Integration and Gender Equality (Integrations- och jämställdhetsdepartementet) – Division for Integration and Urban Development
S-103 33 Stockholm, Sweden, fax: +46 84 05 35 78

United Kingdom

UK Border Agency – Immigration Policy
Whitgift Centre B Block, 9th Floor West Wing, 15 Wellesley Road, Croydon, Surrey CR9 4AR, fax: +44 20 86 04 68 94

Observers**Norway**

Ministry of Labour and Social Inclusion (Arbeids- og inkluderingsdepartementet) - Department of Integration and Diversity
P.O. Box 8019 Dep. 0030 Oslo, Norway, fax: +47 22 24 02 65

For national websites, please see the European Website on Integration at www.integration.eu (section: country profiles)

Annex IV

Selected Bibliography



This document builds on desk research, the issues papers, concluding documents and the written and oral presentations at the technical seminars. Major works consulted and cited are listed below.

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European Commission

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This Handbook offers best practices and lessons learned from 27 EU Member States, as well as other countries of immigration, on the following themes: European exchange of information and good practice; mass media and integration; awareness-raising and migrant empowerment; dialogue platforms; acquisition of nationality and the practice of active citizenship; immigrant youth, education and the labour market.

It has been developed in close cooperation with the National Contact Points on Integration and aims to promote the creation of a coherent European framework on integration by facilitating the exchange of experience and information. The Handbook is addressed to policy-makers and practitioners at the local, regional, national and EU levels.



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