



## **Developing and using European integration indicators**

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***Classifications can take many different forms and not all of the categories that can be consistently generated would serve as a plausible basis for an important identity***

***Quotation found in  
Identity and Violence. The Illusion of Destiny***

*Background paper prepared for the Swedish Presidency Conference Integration of New Arrivals – Incentives and work in focus (Malmo, 14-16 December 2009). It is a follow-up to a background paper prepared for the conference 'Indicators and Experiences in Monitoring Integration Policy', organised by the German Commissioner for Migration, Refugees and Integration (Berlin, Federal Chancellery, 15 - 16 June 2009). Both papers can be downloaded from [www.Migpolgroup.org](http://www.Migpolgroup.org).*

1. This paper makes proposals for the development and use of European integration indicators.
2. The first section makes the case and provides some guidance for the development and use of integration indicators. It explains that there are different types of indicators which can deal with the complex issues of migration and integration. It suggests that European co-operation can enhance the development and use of indicators and proposes a two-pronged approach, namely raising the profile of migration and integration in the Lisbon Strategy and the development and use of specific justice and home affairs indicators under the Stockholm Programme. It also briefly describes some existing data sources.
3. The second section summarises how general socio-economic and education indicators are used in the Lisbon Strategy and how they can and begin to be applied to immigrant and refugee integration. It looks in turn to the various Open Methods of Co-ordination underpinning the Lisbon Strategy, namely on employment, social inclusion, and education.
4. The third section explores how under the Stockholm Programme justice and home affairs' specific indicators can be developed on residence, access to nationality and active citizenship.
5. The Annex gives an overview of socio-economic indicators currently being used in OMCs that are relevant for immigrants, as well as new core JLS indicators on legal integration that can be based on data largely provided at European level.

### ***Main conclusions***

6. It makes sense to differentiate between nationals, EU nationals and third country nationals, and between foreign-born and second generation immigrants. Over time migration-related distinctions become less significant as immigrants and their descendants acquire full citizenship and become active citizens and other more socio-economic and cultural distinctions gain importance.
7. Within the Lisbon Strategy migration and integration do not get the attention they deserve to achieve the EU's economic and social goals. Only a few of the agreed targets, indicators and benchmarks that are relevant for integration have actually been applied to immigrants (i.e. reported according to country of birth and nationality). The monitoring conducted by the EES, Social OMC and Education OMC on the situation of migrants in the areas of economic participation, social cohesion and education is limited, haphazard and non-compulsory. Nevertheless monitoring is gaining importance.
8. Whereas the EES focuses on employment and unemployment, no monitoring is done in relation to recognition of qualification and skills assessment and career development (vocational training is monitored in the Education OMC); workforce diversity and capacity-building; self-employment and entrepreneurship; or supplier diversity. Employment and unemployment are also the only integration-related indicators in the Social OMC, while many more relevant issues, including housing, social inclusion, social protection and health are left out.
9. The Education OMC monitors school education and lifelong learning (which encompasses out-of-school education, distance education and e-learning) and language competencies. New indicators will use the emerging international research to monitor indicators on school performance (defined as the

“achievement gap”). The Education OMC’s remit does not extend to intercultural dialogue, cultural activities and diversity.

10. Migrants, interchangeably referred to as immigrants, third-country nationals, foreign-born and ethnic minorities, are generally targeted in the context of forming a vulnerable or disadvantaged group requiring assistance. The current immigrant population is more often viewed as persons with problems which are to be addressed than as contributors to achieving the Lisbon objectives. Whereas future labour immigrants are increasingly viewed as an opportunity to be capitalised upon.
11. The legal dimensions of migration and integration are an integral part of strategies to create an area of justice, liberty and freedom. However, no clear targets, indicators and benchmarks are set for accompanying immigrants in becoming full and active citizens. In part this is caused by the justice and home affairs ‘migration and integration governance structure’ not being as well developed as the Lisbon Strategy governance structure.
12. Generally speaking, there seems to be a reluctance to formulate European targets and benchmarks and there is a tendency to limit monitoring to describing good practices. The lessons learned from these practices are hardly connected with existing general guidelines and common basic principles, or translated into specific integration guidelines<sup>1</sup>. This corresponds with the focus on quantitative outcome indicators. When work on outcome indicators is not linked with work on input indicators European co-operation will be deprived from understanding and learning how targets are met and outcomes achieved<sup>2</sup>.

### ***A way forward***

1. Migration and integration actors can follow a two-pronged approach namely, step up and strengthen migration and integration related work in the Lisbon Strategy, and design and use justice and home affairs targets, indicators and benchmarks. Both approaches should be more firmly based on the changing (legal) situation and economic, social and cultural contributions and needs of non-nationals and foreign-born persons. This will increase the relevance of indicators, targets and benchmarks.
2. An incremental and carefully managed approach to the design and use of indicators enhances their quality and comparability. Their usefulness and use are enhanced when indicators are embedded in a policy framework with clear goals and targets and policy guidelines. The engagement of policy-makers, civil society and scientists not only facilitates the collection of data, but also its use for target-setting, monitoring, benchmarking and assessment purposes.
3. The Structural Indicators Database and the LIME Assessment Framework and other existing data sources (such as Eurostat) can be used to further develop migration and integration indicators by disaggregating data on nationality and country of birth (in addition to age and gender), in particular in the fields of employment, social inclusion and education.

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<sup>1</sup> As suggested by the Handbook on Integration-2<sup>nd</sup> edition – Annex 1

<sup>2</sup> Another and more qualitative approach is developed and tested by Eurocities, Ethics, etc and the Migration Policy Group. See, Benchmarking integration governance in Europe’s cities at [http://www.migpolgroup.org/publications\\_detail.php?id=182](http://www.migpolgroup.org/publications_detail.php?id=182) . See also European Commission, Operation Guide 2009. Peer review in Social Inclusion and Protection and Assessment in Social Inclusion (prepared by OeSB and others).



4. Longitudinal surveys including the opinions of migrants would reflect that integration is a long-term process involving all citizens and residents. The 2008 LFS module could be repeated on a regular basis (so as to build a longitudinal perspective) and Member States are encouraged to retain the questions used in the ad-hoc module in their annual surveys.
5. The EU could sponsor one-off representative surveys among immigrants or go further by sustaining a longitudinal survey of immigrants arriving at the same time in the EU but settling in different Member States. These surveys reveal what factors (including policy and services) influence the pace and quality of immigrants' settlement and participation at different life stages.
6. The socio-economic indicators to measure progress made with the implementation of the Lisbon Integrated Guidelines on Jobs and Growth should be made more specific to migration and integration than is currently the case. Typical justice and home affairs indicators can be drawn up helping to make and measure progress on the implementation of the Integrated Guidelines as well as the Common Basic Principles on Migration and Integration (admission, residence, citizenship).
7. These indicators can then be used to formulate targets in core areas of integration. When the aim is to have equal outcomes for citizens, immigrants and refugees, consideration should be given to their different starting points and individual characteristics. In this way tailor-made policies to increase skills and competences of persons and organisations can be designed (and exchanged between Member States).
8. Monitoring the situation of immigrants and refugees (nationals and foreign-born) could be made compulsory and could provide a basis for standard-setting and benchmarking exercises. Consideration should be given to the different starting positions of Member States. In this way learning from best practice can be organised.
9. The EU Commission could publish an annual report summarising its own activities and that of the Member States in fields relevant to integration. It could set high quality standards for policies and implementation (input and performance indicators) and results (outputs and outcomes).

## **1. What are indicators for?**

The use of indicators for the integration of immigrants and refugees is rather recent and is lagging behind other policy fields such as economic and human development. This may have to do with the fact that economists are more familiar and comfortable with using indicators than social scientists and jurists who often dominate integration debates. The Common Basic Principles on Integration call for the development of clear goals, indicators and evaluation mechanisms.

The Handbook on Integration (first edition) finds that indicators can be used as a tool for:

- Quantifying and qualifying integration processes
- Summarising complicated integration policies
- Monitoring development and trends and measuring progress
- Setting targets and benchmarks for integration processes and policies
- Identifying unintended impacts of laws, policies and practices
- Identifying actors with an impact on the realisation of integration
- Revealing whether the obligations of actors are met
- Giving early warning of potential distractions
- Prompting preventive action
- Enhancing social consensus on trade-offs in case of resource constraints
- Exposing issues that have been neglected or silenced

Qualitative and quantitative indicators can be categorised on the basis of their use. Context indicators summarise social and political situations. Input indicators summarise policy measures, financial resources and other actions. Performance indicators summarise efficiency and effectiveness. Output and outcome indicators summarise products, impact and sustainability.

***Given the complex relationship between input and outcome, between policies and results, it is best to use a variety of indicators in a joined-up approach. Different types of indicators are developed by different types of actors on the basis of their respective roles in the integration process.***

### **1.1 The context and defining the scope**

Economic transformation and social change has resulted in many institutions losing their traditional meaning and taking on new functions as well as the emergence of new institutions. The population is dramatically changing in composition and size: it is getting older, more skilled, and will, as things stand at the moment, eventually shrink. It is also increasingly becoming socially, culturally and ethnically diverse. These developments pose serious challenges for how societies are bound together. How can the state promote the well-being and quality of life of all the future residents of its increasingly diverse society? Can sufficient income be generated and the same level of productivity and high quality standard of living be maintained? Are the same services needed, available and accessible and will they be delivered in the same way and by the same people as currently is the case? How will solidarity be organised and social cohesion take shape? What is the role of immigrants? How will citizens (old and young and old and new) be engaged in shaping a common future?

Integration builds on the receptiveness of societies to people with other backgrounds as well as on society's capacity to advance solidarity and engage all residents in the promotion of the well-being of all. It also builds on the motivation, aspiration and capacity of immigrants: their drive to improve their life and to match their skills with opportunities, their protection and social needs and their capacity to change and adapt to new circumstances.

Immigrants and their descendants can be defined by nationality and by country of birth. The term non-nationals needs to be broken down into EU citizens and non-EU citizens since the social position and rules governing their movement and establishment are substantially different. The term foreign-born refers to persons who may or may not have acquired nationality of their new country. They are usually non-nationals of the so-called first and second generation immigrants. The reasons for migrating as well as admission, residence and establishment and naturalisation conditions greatly influence the integration process and its outcomes. Indicators and benchmarking exercises need to factor this in.

***Definitions of migration and integration will guide the development and selection of general and specific integration indicators in such a way that this reflects that integration has social, economic, cultural and civic dimensions with anti-discrimination, equality and diversity as cross-cutting issues.***

These dimensions and their components<sup>3</sup> are interrelated in many different ways. A theory of change establishes which dimensions are important, what the constituent components are and what the relationship is between the dimensions and their components within and between dimensions. It also explains what makes a difference and who is making a difference.

## **1.2 Policies and policy actors**

Integration policies aim to achieve a convergence of societal outcomes for all citizens, immigrants and refugees (citizens-to-be). Distributing policy inputs on the basis of equality principles increases the chance that they produce equal outputs. Promoting equal opportunities increases the chance that outcomes converge. Ultimately, the results can be measured in terms of the well-being of the population. Integration requires a comprehensive approach using all of the following policy instruments, namely:

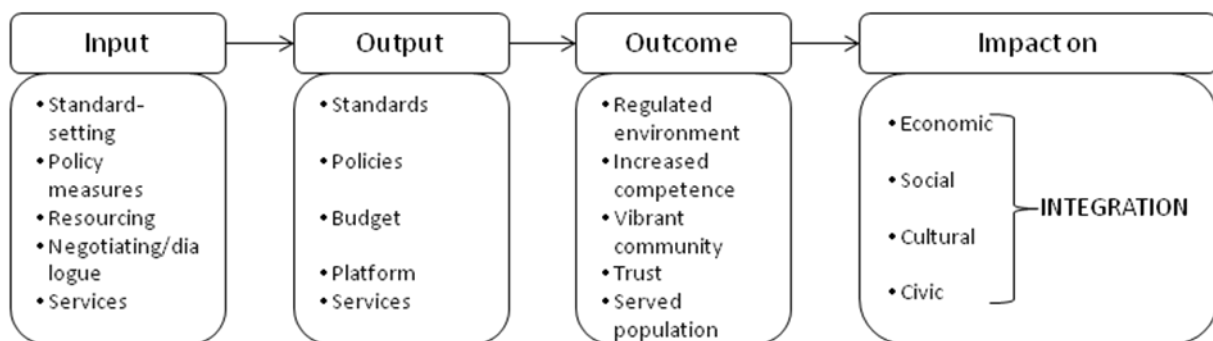
- Standard setting
- Policy measures
- Resourcing
- Negotiation
- Service provision

Each instrument will be used to achieve general and specific policy targets within and across the integration dimensions. Ideally they support and do not work against each other (policy coherence).

- A legislative framework (input) provides rules for immigration, residence and citizenship, political and civic participation, equal opportunity and anti-discrimination, etc. It also provides reinforcement mechanisms and implementation measures, including common basic principles, guidelines and codes of conducts (outputs). The outcome is a regulated and equal opportunities environment.

<sup>3</sup> See, for example, the EU Website on Integration's library <http://ec.europa.eu/ewsi/en/resources/index.cfm>

- Policies measures (input) remove integration obstacles and build on integration facilitators, including include positive action, life-long acquisition of skills and competences (personal development) and opening up of mainstream institutions (organisational change). The outcome is a population with skills and competence to act in a diverse society and open and inclusive organisations responsive to a diverse population.
- A budget (input) is allocated to relevant activities in the form of direct and indirect support, subsidies, soft loans, etc (outputs). The outcome is a vibrant and engaged community of actors.
- A dialogue and negotiation infrastructure (input) leads to productive exchanges and agreements between stakeholders on the equal distribution of resources and opportunities among often competing groups (output). The outcome is trust among and commitment of stakeholders.
- Governmental agencies, institutions and civil society organisations are empowered to provide services to a diverse population accommodating general and specific needs (input). Service provision charters and management principles are adopted on the basis of which services are delivered (outputs). The outcome is a more engaged, better equipped and well-served population.



***The different policy instruments can apply quality management standards for their design, adoption and implementation phases. They can be prospectively and retrospectively assessed on their effectiveness and efficiency for which performance indicators can be developed.***

### **1.3 European co-operation**

Two major European operations set the scene for actors in the field of migration and integration, namely making Europe the most competitive economy in the world (the Lisbon Strategy) and creating an area of freedom, security and justice (the Tampere, Hague and Stockholm Programmes). The former is very much run by socio-economic actors and the latter by justice and home affairs actors. Each operation has its own goals and strategies. Issues related to migration and integration are increasingly being addressed by the Lisbon Strategy and remain at the heart of the developing justice and home affairs mandate. European co-operation resulted in policies which are directly or indirectly relevant to integration. Legislative and other policy measures are adopted,



funds are established, negotiation and exchange platforms are set up, and service provision is facilitated and supported<sup>4</sup>.

In the Lisbon Strategy indicators are being developed and used. However, in the various open methods of co-ordination that are underpinning this strategy, migration and integration indicators are, to date, developed and used to a limited extent. The migration and integration programmes of the operation to create an area of freedom, security and justice are at the beginning of developing and using indicators.

***A two-pronged approach of mainstreaming migration and integration in the post-Lisbon Strategy and of developing specific justice and home affairs indicators for the Stockholm Programme will strengthen the 'Lisbon and Stockholm Strategies' which have the potential to improve policies, thus enhancing socio-economic, cultural and civic integration.***

'A migration and integration agent' that drives such an approach, focuses on the core issues of migration and integration, works with the current and often changing divisions of labour and mandates (of national ministries and EU Directorates General). It learns from the experience gained in one area and transfers this knowledge to another. It benefits from existing policy processes (such as open-methods of co-ordination) and from other 'policy-making capital' such as the priority given to migration and integration.

#### **1.4 Data sources**

There are a number of data sources that are used in European and national policy-making on migration and integration and which are being further developed.

The 2007 EC Regulation on Community Statistics on migration and international protection established common rules for the collection of statistics by the Member States.<sup>5</sup> Member States are required to provide Eurostat with statistics on the numbers of:

**DATA** from the 2007 EC Regulation on Community Statistics:

- Immigrants moving to the territory of the Member State
- Emigrants moving from the territory of the Member State
- Persons usually resident there
- Residence permits issued and the number of long-term residence permits issued
- Natural persons having acquired the citizenship of the Member State
  
- Persons applying for international protection
- Persons covered by applications under consideration by the national authorities;
- Applications rejected
- Applications granting refugee status, subsidiary protection status and temporary protection status
- Unaccompanied minors
- Applications and transfers covered by the Dublin II Regulation
- Persons selected for resettlement in the Member State.

<sup>4</sup> For an overview: Mary-Anne Kate and Jan Niessen, Guide to Location migration policies in the European Commission (second edition, 2008) at [http://www.migpolgroup.org/publications\\_detail.php?id=32](http://www.migpolgroup.org/publications_detail.php?id=32)

<sup>5</sup> [http://europa.eu/legislation\\_summaries/justice\\_freedom\\_security/free\\_movement\\_of\\_persons\\_asylum\\_immigration/114508\\_en.htm](http://europa.eu/legislation_summaries/justice_freedom_security/free_movement_of_persons_asylum_immigration/114508_en.htm)



Member States are also required to provide Eurostat with statistics on the number of:

- Third-country nationals refused entry to the Member State's territory at the external border
- Those found to be illegally present in the Member State's territory
- Administrative or judicial decisions imposing an obligation to leave the territory and on the number of third-country nationals who are returned to their countries of origin, countries of transit or another third country.

The Commission must submit a report to the European Parliament and to the Council on the implementation of this Regulation by 20 August 2012 at the latest (and then every three years). Eurostat announced that it would make the first results available in the course of 2009. This organisation provides information for a large range of demographic data, including statistics on populations at national and regional level (census tables, population estimates and projections) as well as for various demographic factors (births, deaths, marriages and divorces, immigration and emigration) influencing the size, the structure and the specific characteristics of these populations.

The Structural Indicators dataset provides socio-economic information covering the six domains of General Economic Background, Employment, Innovation and Research, Economic Reform, Social Cohesion and Environment. The set comprises currently 79 indicators and was created to draw up an annual synthesis report on the basis of statistical indicators. The Structural indicators are an instrument for the objective assessment of progress made towards the Lisbon objectives, and support the key messages of annual progress reports<sup>6</sup>.

The so-called LIME Assessment Framework (LAF) provides a valuable tool for the assessing the economic impact of migration and integration. It was developed by DG Economic and Financial Affairs working together with national authorities in the Economic Policy Committee's Lisbon Methodology Working Group (LIME) and in close collaboration with the Employment Committee<sup>7</sup>. The LIME Assessment Framework (LAF) systematically compares GDP performance, both level and change, of all 27 EU Member States, and when available some OECD and candidate countries, across 20 policy areas affecting growth (of which migration and integration is one) relative to a benchmark. A feature in the LAF database has been introduced which allows benchmarks to be used, including the Euro area 15, EU27, EU15, best performing 5 EU countries, EU 12 and the US. The methodology for establishing the impact of migration and integration on economic growth is outlined in detail in the documentation on the framework<sup>8</sup>. The indicators used to assess whether or not migration and integration is positively associated with growth have a high reliability. Indicators are divided into two lists, namely a narrow list and wide list. The indicators on the narrow list are weighted to provide an aggregate score for migration and integration which is interpreted as 'above', 'neutral' or 'under performance'.

Analysis and indicators from the LIME Assessment Framework could be used for migration and integration policy-making purposes:

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<sup>6</sup> [http://epp.eurostat.ec.europa.eu/portal/page/portal/structural\\_indicators/indicators/short\\_list](http://epp.eurostat.ec.europa.eu/portal/page/portal/structural_indicators/indicators/short_list)  
[http://europa.eu/legislation\\_summaries/justice\\_freedom\\_security/free\\_movement\\_of\\_persons\\_asylum\\_immigration/114508\\_en.htm](http://europa.eu/legislation_summaries/justice_freedom_security/free_movement_of_persons_asylum_immigration/114508_en.htm)

<sup>7</sup> The User Guide and Data Files can be downloaded from:  
[http://ec.europa.eu/economy\\_finance/db\\_indicators/db\\_indicators14998\\_en.htm](http://ec.europa.eu/economy_finance/db_indicators/db_indicators14998_en.htm)

<sup>8</sup> See pages 109-116 of The LIME assessment framework (LAF): A methodological tool to compare, in the context of the Lisbon Strategy, the performance of EU Member States in terms of GDP and in terms of twenty policy areas affecting growth.

**INDICATORS** from the LIME Assessment Framework:

Labour market outcomes:

- Employment rate gap between non EU and EU nationals
- Employment rate gap between EU born and non-EU born
- Employment rate of foreign-born
- Difference between nationals/non-EU nationals labour market participation rates

Educational outcomes:

- Proportion of foreign-born population with primary education; and the difference between native-born and foreign-born of the share of those with primary education
- Difference between foreigners and nationals in the share of those with less than upper secondary education
- Proportion of foreign-born population with tertiary education

***The Structural Indicators and the LIME Assessment Framework can be used to further develop migration and integration indicators by disaggregating data on nationality and country of birth.***

The annual European Union Labour Force Survey (EU LFS) and the European Union Statistics on Income and Living Conditions (EU-SILC), which provides data on income, poverty, social exclusion and living conditions, collect information on country of birth and nationality. In addition, the EU LFS routinely collects information on the respondent's length of residence in the Member State (the EU-SILC does not). The European Union Labour Force Survey (EU LFS) is a quarterly sample survey covering the population in private households that provides annual and quarterly results on labour participation of people aged 15 and over as well as persons outside the labour force. In addition, each year there is a different 'ad hoc module' that seeks to examine a particular subject area through the inclusion of an extra set of questions.

The 2008 ad hoc module was on the labour market situation of migrants and their immediate descendants. The LFS ad hoc module will provide information on:

**DATA** from the LFS ad hoc module:

- In addition to information on country of birth, nationality and length of residence; the year citizenship was acquired, whether the person was a national at birth (or since the creation of the country/redefinition of borders), and the mother and father's country of birth
- Main reasons for migrating, including: employment or intra-corporate transfer; employment – job before migrating / no job found before migrating; study; international protection; accompanying family / family reunification; family formation; and other.
- Whether the duration of the current residence permit/visa/certificate is limited
- Whether current legal access to the labour market is restricted, e.g. access restricted to: employment for specific employers; self-employment; or not allowing self-employment.
- Whether they have made use of facilities for establishing what their highest qualification equates to in the host country system
- Whether they need to improve host country language skills to get an appropriate job
- Main help received in the host country in finding the current job or setting up own business (e.g. relatives/friends; public employment office; private employment agencies; migrant or ethnic organisation)
- Whether they have used services for labour market integration in the two years following the last arrival (e.g. contact with an adviser for job guidance/counselling or job search assistance; participation in labour market training/programmes or participation in host country language tuition)

***The module could be repeated on a regular basis (so as to get a longitudinal perspective) and Member States could be encouraged to retain the questions used in the ad-hoc module in their annual surveys.***

European surveys like European Social Survey and the Eurobarometer are also invaluable data sources which can be used as the basis for the development of (subjective) indicators. The European Social Survey (ESS) is conducted in most EU Member States every two years. It is comprised of a main questionnaire with generally framed questions and rotating modules. Detailed information is collected on the social, economic, civic, and political participation of individuals.

Examples of ESS questions on active citizenship:

- Membership in trade unions
- Membership in political parties
- Contacting decision-makers
- Volunteering
- Signing petitions

General and special editions of the Eurobarometer are issued on a regular basis and provide integration relevant information. Three special Eurobarometers (263, 296, 317) have tracked public awareness and experiences of discrimination based on the six unlawful grounds in EU law, including race/ethnic origin and religion/belief. Questions on interactions and openness with people from diverse backgrounds were asked in Flash Eurobarometer (217).

Examples of Eurobarometer questions on anti-discrimination:

- General awareness of discrimination
- Attitudes to diversity in public office
- Attitudes toward diversity in the media
- Personal experiences of discrimination
- General knowledge of law, rights, and support organisations

There are a great many other surveys on specific topics which are conducted by individual Member States and international organisations (such as the OECD) and the European Commission. Many of these topics are relevant to migration and immigrant integration and could be made more relevant by including issues pertaining to migration and integration. Increasing the number of foreign-born and non-nationals interviewed in ongoing EU surveys will allow for the final figures to be disaggregated into relevant sub-categories (non-EU nationals, first generation, etc.) that are large and thus representative enough for the purposes of analysis.

Little is known about what the EU's immigrants themselves think they should do in the integration process, what they are doing, and what the state or the EU should do. There are hardly any comparative European surveys of immigrant opinion and they remain rare at national level. For instance, the first ever EU-wide survey of immigrant and ethnic minority groups, the EU's Fundamental Rights Agency's EU-MIDIS in 2009, focused on their experiences of discrimination, awareness of rights and support organisations, and reporting of complaints to the police. When such surveys are used in the realm of integration, they tend to ask questions about the general social situation, which is not directly relevant to evaluate the outcomes of integration policies and services.

***Existing general data sources can be used and further disaggregated on migration and integration related grounds. Longitudinal surveys including the opinions of migrants would reflect that integration is a long-term process involving all citizens and residents.***

## 2. Raising the profile of migration and integration in the Lisbon Strategy

The Lisbon Strategy is a major driver of the socio-economic policies of the European Union and the Member States and is implemented through legislative measures and so-called open methods of coordination (OMC's). The OMC's cover a wide range of areas including employment, social inclusion, pension reform, health care, education and training and enterprise promotion. For a long time migration and integration were hardly considered in the Lisbon Strategy, but they steadily received more attention<sup>9</sup>.

Over the years a governance structure emerged which continues to expand and includes the overarching Lisbon OMC, the European Employment Strategy (EES) the Social Protection and Social Inclusion OMC (Social OMC) and the Education OMC. The OMC's engage a wide range of governmental and non-governmental actors in the design, implementation and evaluation of policy measures.

Generally speaking, the OMC's work by fixing guidelines combined with specific timetables for achieving agreed goals; translating these European guidelines into national and regional policies; setting specific targets and adopting measures, taking into account national and regional differences; establishing quantitative and qualitative indicators as a means of measuring progress and comparing best practices; and periodic monitoring, evaluation and peer review organised as mutual learning processes.

In the following sections the various and sometimes overlapping OMC's will be briefly described in terms of the indicators that are developed and their relevancy for migration and integration.

### 2.1 Indicators in the Lisbon OMC

The Lisbon OMC which is separate from but overlaps with other OMC's formulates the so-called Integrated Guidelines for Jobs and Growth. A set of structural indicators has been designed with a view to measure progress towards their implementation. These indicators are reduced to 14 headline indicators, while the full set remains in use for an overall assessment. They include:

#### **INDICATORS** from the Lisbon OMC:

- With regard to employment: employment rate; employment rate of older workers; average exit age from the labour force; gender pay gap in unadjusted form; tax wedge on labour cost; tax rate on low wage earners by marginal effective tax rates on employment incomes; implicit tax rate on labour; life-long learning by gender; serious accidents at work; fatal accidents at work; and unemployment rate by gender
- With regard to social cohesion: inequality of income distribution; at-risk-of-poverty rate before social transfers; at-risk-of-poverty rate after social transfers; at-persistent-risk-of-poverty rate; dispersion of regional employment rates; early school leavers; long-term unemployment rate; jobless households – children; jobless households; and formal child care by duration and age group
- With regard to innovation and research, inter alia: youth education attainment level; and science and technology graduates

Many of these indicators are also relevant to migration and integration but are currently not disaggregated on grounds relating to migration or immigrant background.

<sup>9</sup> See Mary-Anne Kate, The social and employment dimensions of the Lisbon agenda: what opportunities exist for improving and monitoring the situation of migrants and ethnic minorities? Report commissioned by the European Network Against Racism (2009).

## 2.2 Indicators in the European Employment Strategy (EES)

The Employment Committee's working group on indicators annually approves a list of indicators. The criteria used to select indicators are policy relevance, clarity, statistical availability (preferably from Community sources) and a degree of comparability between Member States. Indicators are developed on two levels: 'indicators for monitoring' that measure progress in relation to the objectives defined in the Integrated Guidelines, and 'indicators for analysis' that support key indicators by placing national policies and performance into perspective. The current list of indicators includes three with specific reference to migrants<sup>10</sup>.

Guideline 19 (Ensuring inclusive labour markets, enhance work attractiveness, and make work pay for job-seekers, including disadvantaged people and the inactive) has indicators for monitoring labour market gaps for disadvantaged groups that include, difference between the employment, unemployment and activity rates for a non-disadvantaged group in percentage points and the corresponding rates for the disadvantaged group (such as non-EU nationals, disabled people, ethnic minorities, immigrants, low skilled people, lone parents, etc. according to national definitions). The inclusion of non-EU nationals, immigrants and ethnic minorities in the reporting on the national strategies is at the discretion of Member States.

Guideline 20 (Improving matching of labour market needs through, inter alia, appropriate management of economic migration) has no indicators for monitoring but includes three indicators for analysis. In addition to vacancies per unemployed, two migration-related indicators have been introduced:

### **INDICATORS** on migration from Guideline 20:

- Recent immigrants to and within the EU: Foreign born persons/ Persons with another nationality than the country of residence/ in the age group 15 – 64 who have been resident 5 years and less in the reporting country as a proportion of total population in the same age group
- Employment / Activity of recent immigrants to and within the EU: Employed persons/Employed and unemployed persons/ in the age group 15 – 64 who have another nationality than the country of residence and who have been resident 5 years and less in the reporting country as a proportion of (1) total recent immigrants in the same age group and (2) total employed/active population in the same age group.

Both of these indicators are used to determine the effectiveness of economic migration in meeting the needs of the labour market, but they are also useful indicators from an integration perspective. The former provides important contextual information: the percentage of working age persons who are new migrants. The latter gauges the labour market integration of all new migrants of working age.

**Existing indicators for monitoring and analysis could be broken down by country of birth and nationality, in order to gauge the performance of immigrants in the labour market and in education.**

For example:

### **INDICATORS** from Guideline 20:

<sup>10</sup> Employment Guidelines 2008 - indicators for monitoring and analysis – endorsed by EMCO 24/06/09

- Transitions by employment status: the transitions between employment, unemployment and inactivity over the course of one year
- Youth unemployment ratio: total unemployed young people (15-24 years) as a share of total population in the same age group
- Child care: Children cared for by formal arrangements (less than 30hrs a usual week/30hrs or more a usual week as a proportion of all children of the same age group)
- Long-term unemployment rate: total long-term unemployed population (12 months or more) as a proportion of total active population

There are a number of other indicators used in the EES monitoring framework that are useful for assessing the integration of migrants, which are also included in other portfolios, specifically education (youth education attainment level; early school leavers; lifelong learning; participation in continuing vocational training; and educational attainment level of adults) and social inclusion and social protection (in-work-poverty risk).

### 2.3 Indicators in the Social OMC

The Social OMC has three strands, namely eradicating poverty and social exclusion; adequate and sustainable pensions; and accessible, high-quality and sustainable health and long-term care. The Social Protection Committee (SPC) adopted a set of common indicators for the social protection and social inclusion process<sup>11</sup>, which mainly included commonly agreed EU indicators that allow for comparative assessment across Member States, but also included commonly agreed national indicators to measure national progress that do not allow for direct cross-country comparisons.

The Social Protection Committee agreed on a full list of indicators to monitor the health care and long-term care objectives. All but one of the 22 primary and secondary indicators are common EU indicators.

The only national indicator is the employment gap of immigrants, which is defined as the percentage point difference between the employment rate for non-immigrants and that for immigrants. Figures should be presented both for EU25 and non EU-25 migrants. It is up to each Member State to decide whether to include nationals born abroad or not. The indicator is also disaggregated by gender. It is noted that "this indicator needs to be supplemented by relevant national data covering other key aspects of inclusion of immigrants".

Disaggregation of other indicators to examine the situation of migrants would provide important information. The Social Protection Committee and Member States could give consideration to comparing the gap between migrants and natives against the following indicators from the overarching portfolio objectives, particular those where the required data for disaggregation already exists:

#### **INDICATORS** in the Social OMC:

- At-risk-of-poverty rate: Share of persons aged 0+ with a disposable income below 60% of the national median income. Source: EU SILC.
- Intensity of poverty risk: Difference between the median income of persons aged 0+ below the at-risk-of poverty threshold and the threshold itself, expressed as a percentage of the at-risk-of poverty threshold. Source: EU SILC.
- Income inequalities: Ratio of total income received by the 20% of the country's population with the highest income (top quintile) to that received by the 20% of

<sup>11</sup> European Commission, Employment, Social Affairs and Equal Opportunities (2006) "Portfolio of overarching indicators and streamlined social inclusion, pensions, and health portfolios" Brussels, 7 June 2006



the country's population with the lowest income (lowest quintile). Source: EU SILC.

- Health inequalities - Healthy life expectancy: Number of years that a person at birth, at 45, at 65 is still expected to live in a healthy condition (also called disability free life expectancy). To be interpreted jointly with life expectancy. Source: EUROSTAT.
- Access to labour market - People living in jobless households: Proportion of people living in jobless households, expressed as a share of all people in the same age group. Source: LFS.
- Pensions adequacy: Median income of elderly people (aged 65+) as a ratio of income of people aged 0-64. Source: EU SILC
- Inequalities in access to health care: Total self-reported unmet need for medical care due to for the following reasons: financial barriers, waiting times and too far to travel. To be analysed together with care utilisation defined as the number of visits to a doctor (GP or specialist) during the last 12 months. Source: EU SILC.

There are three primary indicators yet to be developed that are likely to be of interest for monitoring the situation of migrants. These are: material deprivation, housing and child well-being.

In 2008, the Social Protection Committee's Indicators Sub-Group (ISG) produced Guidelines for Reporting on the Social Aspects of Migration in the Assessment of the Social Situation to be included in the 2008 National Strategy Reports. The Guidelines highlight the limitations of European and international data sources, specifically the EU-SILC and the LFS. It explains that the ISG's work has focussed on the development of indicators to monitor the specific situation of immigrants, recognising that they potentially form a sub-set population likely to be at greater risk of exclusion in different aspects of social life. In this context, immigrants are defined as people born abroad with foreign nationality at birth who came to settle in the host country. The Guidelines assert that, while the focus on 'immigrants' remains valid, there is a need to consider issues such as:

- The demographic, economic and social consequences of significant emigration flows in some of the new Member States, especially among the young active population
- The persisting social outcome gaps between host country natives and "second generation" migrants
- The social inclusion of "ethnic minorities", noting that not all identified ethnic minorities are migrants or foreigners (e.g. the Roma); and that, depending on the countries approach to integration, large immigration flows do not necessarily lead to the clear identification and constitution of "ethnic minority groups" among the migrants themselves or in the host country society in general.

The guidelines invite Member States to provide data and indicators that are used in the policy making in order to establish a diagnosis, to monitor general social outcomes or the outcomes of a specific policy measure, and to set targets, etc. It advises that the reference population should be described as precisely as possible. The following categories are suggested:

**DATA** from the Guidelines for Reporting on the Social Aspects of Migration:

- Migrants (defined as people born abroad, with foreign nationality at birth and who intend to settle in the country) could be divided into the following subcategories such as: legal/illegal, reason for migration, newcomer/long-term established, country of origin (EU/non-EU, EU country with/without transitional arrangements, Non-EU country by region of origin, etc), whether migrant has acquired citizenship of host country



- Foreigners (defined as people who do not have the citizenship of the host country) could be divided into the following subcategories: born abroad/in host country, nationality/citizenship or other relevant categories quoted under migrants.
- Descendants of migrants (defined as born in the host country or who arrived as child) could be divided into the following subcategories: citizenship (host country citizen/foreigner) or country of birth of parents
- Ethnic minorities (definition to be provided by Member State) could be divided into the following subcategories: Citizenship (host country citizen/foreigner), country of birth/of origin, country of birth of parents, or main ethnic criteria used. Examples include nationality, country or region of origin, religion, skin colour and phenotypes.

The guidelines then propose types of indicators and domains to be covered. They include: Indicators of outcomes and gaps in outcomes in the area of social inclusion; indicators to monitor specific policy input or outcomes; and context indicators.

#### **2.4 Indicators in the Education OMC**

The goal of European cooperation in this area is to support the further development of education and training systems which are aimed at ensuring the personal, social and professional fulfilment of all citizens; sustainable economic prosperity and employability as well as promoting democratic values, social cohesion, active citizenship, and intercultural dialogue.

The Standing Group on Indicators and Benchmarks produced a list of 29 indicators to monitor the implementation of the Education and Training Work Programme. While an indicator on educational attainment by nationals / non-nationals has not officially been adopted, the Commission's 2007 and 2008<sup>12</sup> reports detailing progress towards the Lisbon objectives in education and training each include an indicator to measure this dimension. In the 2008 report the chapter on improving equity in education and training includes a comparison of early school leavers with migrant backgrounds by examining the percentage of 18-24 years old non-nationals with less than upper secondary education and not in education and training of the total number of 18-24 years old with less than upper secondary education and not in education and training. The 2007 report has a section on 'migrant background of pupils and achievement at school' which includes a comparison on completion of upper secondary education by persons with a migrant background by examining the completion of upper secondary education by young people aged 20-24 by nationals and non-nationals in 2006.

The Education OMC also uses benchmarks to achieve the set goals. At the May 2009 Brussels Council meeting the following five benchmarks were agreed:

##### **INDICATORS** from the Education OMC:

- Benchmark 1 - Adult participation in lifelong learning: By 2020, an average of at least 15 % of adults should participate in lifelong learning
- Source: percentage of the population aged 25-64 participating in education and training during the 4 weeks prior to the survey – Eurostat /Labour Force Survey. It is noted that benefit can also be drawn from the information on adult participation in lifelong learning gathered by the Adult Education Survey.
- This benchmark follows on from Education and Training 2010 Benchmark 5, which set the benchmark for participation in lifelong learning at 12.5%.
- Benchmark 2 - Low achievers in basic skills: By 2020, the share of low-achieving 15-years olds in reading, mathematics and science should be less than 15% Source: OECD/PISA. The three indicators are to be monitored separately.

<sup>12</sup> European Commission (2008), Progress towards the Lisbon objectives in education and training - Indicators and Benchmarks.

- This benchmark is an expansion of Education and Training 2010 Benchmark 2, which aimed at decreasing the number of low-achieving 15-year-olds in reading literacy (mathematics and science were not included) by at least 20% compared to the year 2000.
- Benchmark 3 - Tertiary level attainment: By 2020, the share of 30-34 year olds with tertiary educational attainment should be at least 40%
- Source: The percentage of those aged 30-34 who have successfully completed tertiary level education (ISCED levels 5 and 6) - EUROSTAT, UOE. This is a new benchmark area.
- Benchmark 4 - Early leavers from education and training: By 2020, the share of early leavers from education and training should be less than 10%.
- Source: The share of the population aged 18-24 with only lower secondary education or less and no longer in education or training. (EUROSTAT/Labour Force Survey). It is noted that efforts should be made to improve the quality of data, including by examining the feasibility of using additional data sources.
- This benchmark is identical to Education and Training 2010 Benchmark 1 reflecting the slow progress against this benchmark.
- Benchmark 5 - Early childhood education: By 2020, at least 95% of children between 4 years old and the age for starting compulsory primary education should participate in early childhood education (Source: not specified) This is a new benchmark area
- In addition to these five benchmarks, the Council has invited the Commission to propose possible European benchmark in the following areas by the end of 2010:
- Learning mobility, focusing initially on physical mobility between countries in the field of higher education. Consideration is also to be given to extending such a benchmark to include vocational education and training and teacher mobility.
- Enhancing employability through education and training in order to meet current and future labour market challenges

The mainstreaming of migrant pupils into EU cooperation on education took a major step at the 26 November 2009 Council meeting on education, youth, and culture. In its conclusions on the education of children with a migrant background, the Council considered that education systems which set objectives on equality and inclusion are likely to be most effective in improving educational performance and fostering ties between pupils. As such, the Council invited the Member States to better collect and analyse data to inform policy-making, which would be the basis for indicators on achievement gaps to be followed by the European Commission. This need for monitoring is based on the Council's recognition of the clear and consistent evidence on migrant pupils coming from both national indicators and international studies such as the OECD Programme for International Student Assessment (PISA). As one data-source, PISA is a tri-annual survey of 15-year-olds near the end of compulsory education which assesses the acquisition of knowledge and skills for full participation in society.

***The Education OMC can deliver on recent commitments to mainstream integration into its work by including migrant pupils in its existing indicators and disaggregating existing data by the country of birth and nationality of pupils and parents.***

### 3. Developing justice and home affairs specific integration indicators

This chapter deals with the more legal dimensions of migration and integration in the context of the creation of an area (without internal borders) of justice, freedom and security.

#### 3.1 Negotiating migration and integration

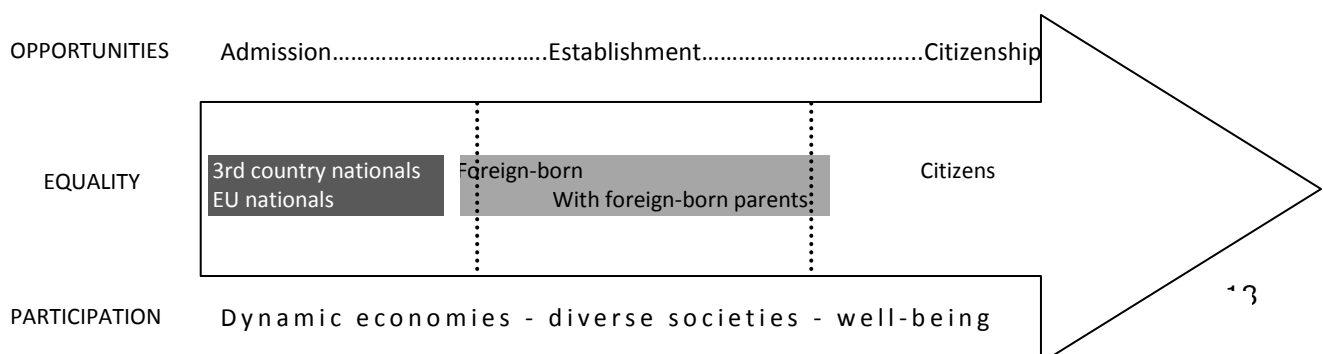
At European level and in many Member States the justice and home affairs Commissioner and Ministries are leading on migration and integration which often share responsibilities with other Ministries and Commissioners, such as employment, social affairs and culture and education. The division of labour is usually based on functional considerations. For example, labour ministries make assessments of labour market needs and interior ministries provide for an admission and work permit system. Foreign affairs negotiate bilateral agreements with countries of origin. Social ministries address the social consequences of immigration for both the immigrants and receiving society. Education ministries cater for educational needs. Justice ministries guard over equal treatment and anti-discrimination. Together with interior ministries they develop a residence permit system and design policies for accessing citizenship. Which ministry is in the lead gives a clear indication of what tasks are being considered as most important at a given point in time. Responsibilities are also shared between governmental and non-governmental actors. The division of labour in a global approach to migration and integration raises questions related to priority setting and policy coherence. These issues are being addressed in the ongoing negotiations on migration and integration.

The EU Commission’s Directorate General for Justice Freedom and Security (DG JLS) is driving the migration and integration agenda. Its overall mission is to offer Europe’s citizens an area of freedom, security and justice without internal borders. Citizens and safeguarding their fundamental rights are at the heart of the DG’s mandate as is by logical extension the safeguarding of the fundamental rights of immigrants and citizens-to-be. In addition, DG JLS can act as mainstreamer by:

- Overseeing general EU lawmaking so as to ensure that the personal scope of existing and future Community law applies equally to EU nationals and third-country nationals
- Monitoring developments in society and in the implementation of integration policies and publishing an annual or bi-annual report on migration and integration
- Putting integration issues on the agendas of other DGs and other actors working on various levels of governance and promote policy coherence
- Develop integration tools that can be used by a variety of stakeholders

#### 2.2 Migration and integration pathways and policy tools

European co-operation on migration started with co-operation on the free movement of EU nationals and intensified with the gradual removal of internal borders. Social and citizens policies also developed over time and include social inclusion, education and equal opportunities and anti-discrimination.



***The Tampere, Hague and Stockholm programmes defined the justice and home affairs dimension of migration and integration, the internal migrants (EU citizens) being the benchmark for the external migrants (third-country nationals).***

DG JLS is not operating an open method of co-ordination (OMC) but is developing a migration and integration infrastructure with similar instruments as are being used in an OMC. They include:

- The Charter of Fundamental Rights and the Common Basic Principles on Immigration and Integration providing broad policy guidelines.
- A legislative framework governing certain aspects of integration (admission, residence, right to family reunion, civic participation and anti-discrimination).
- Co-operation platforms of governmental and non-governmental actors facilitating exchange of information and good practices.

The development and selection of migration and integration indicators is not an easy process. It requires consultation and research as well as engagement of the relevant actors and can be done along the following lines:

- Making an inventory and analysis of adopted policies
- Setting of priorities
- Agreeing on division of labour between actors
- Designing broad guidelines
- Identifying indicators (based on good practices described in Handbook on Integration and EU Website on Integration)
- Agreeing on types of indicators (from context to outcome)
- Putting in place a data gathering as well as a reporting system

This could take the following shape:

***a. Immigration: the example of the highly-skilled***

1. Policymakers have committed to the Lisbon Agenda's objectives to make Europe the world's most competitive knowledge-based economy. The different ways to implement these objectives are assessed in terms of their economic, social, environmental, and equality impact. On the basis of this assessment, national targets can be agreed for population and economic growth at the aggregate national level as well as in specific cities and regions. On the basis of those national targets, the monitoring and forecasting of the country's demographic and economic situation may reveal needs in certain sectors of the population and the labour market that can only be addressed through increased immigration, *by way of example*, of highly-skilled university graduates.

Clear quantitative targets are set for raising the immigration of highly-skilled university graduates to meet demographic and labour market needs. The assessment and setting of targets is usually undertaken by other ministries than the justice and home affairs ministries (for example labour, trade and industry, etc.), which will put a recruitment system in place to achieve the targets.

2. International standards are sought to guide the search for best practice and design of policy options. These options are discussed with and proposed to the social partners (employers and trade unions) as well as other immigration stakeholders (immigrant associations, support NGOs, local communities). They include:

- Adherence to the relevant UN, ILO, and Council of Europe Conventions on the legal status and rights of migrant workers
- Improving the transposition of relevant EU directives and opting into EU-level migration schemes (i.e. the Blue Card Directive, EU mobility partnerships)
- An attractive regulatory environment for all highly-skilled workers in the economy (opportunities and incentives for higher education, entrepreneurship, multilingualism, etc.)
- An efficient immigration procedure for highly-skilled workers and their employers
- An attractive legal status for highly-skilled workers (security of status, unconditional right to equal treatment with nationals, facilitated access to family reunion and long-term residence)
- Policies that support the integration of highly-skilled graduates and their families (recognition of skills and qualifications, language learning, access to introduction/orientation programmes, etc.)

3. The results of highly-skilled immigration policies are measured in terms of:

- Policy: Is the regulatory environment attractive for highly-skilled graduates in the country? Do highly-skilled immigrants have the same security and access to rights in the workplace as national workers?
- Financial and administrative inputs: Are these policies being implemented with immigration officers, outreach campaigns, reputable legal services and accurate information websites?
- Output: How many legal and other measures are taken? How many obstacles eliminated? How many applications have been received from eligible candidates?
- Efficiency: How many immigration officers are needed per applicant? What is the cost and length of the application procedure?
- Effectiveness: How many of highly-skilled graduates had their qualifications and skills recognised?
- Outcomes: How many highly-skilled immigrants are accepted and choose to immigrate to the country every year? How many find employment that matches their skills and qualifications and how long does it take?
- Impact (the big picture): How do highly-skilled immigration flows affect changes in labour market and demographic needs?
- Sustainability: How effective is the highly-skilled immigration policy at identifying and responding to changes in labour market and demographic needs? Do highly-skilled immigrants have the same occupational and social mobility as nationals over time? Are they more negatively or positively affected by changes in the labour market or demographic situation?

**b. Residence and societal integration: the example of family reunion**

1. The EU Member States agreed to the objective in Preamble 4 of the Directive 2003/86/EC that “family reunification is a necessary way of making life possible. It helps to create socio-cultural stability facilitating the integration of third country nationals in the Member State, which also serves to promote economic and social cohesion, a fundamental Community objective stated in the Treaty.”

To meet this common objective, family reunion targets can be set for ensuring that the country’s residents enjoy the juridical and socio-cultural stability which is crucially important for family life.

2. International and European legal standards like Directive 2003/86/EC are sought to guide the search for best practice in EU Member States and other countries of immigration. Clear quantitative targets for raising family reunion and participation rates are set as well as a global strategy to reach these targets. They include:
  - Accurate transposition of Directive 2003/86/EC to raise standards in line with the Commission's 2008 610/3 Report on the application of the Directive
  - Amendment of Directive 2003/86/EC to raise standards in line with the objective set out in Preamble 4
  - An inclusive legal framework that removes obstacles and builds on facilitators of family reunion and the participation of family members in the many areas of life
  - Procedures that implement good governance principles (i.e. maximum lengths/costs, provision of accurate information, flexible requirements for country of origin documentation) and address instances of fraud or abuse (in line with standards set by case law or for instance Commission Report 2009 313/4).
  - Policies that take into account special needs of different categories of residents (i.e. workers, refugees, unaccompanied minors) and family members (i.e. children, spouses, parents, the elderly).
  - Policies that promote the participation of the family and of different family members (i.e. tailor-made services/courses, community/civil society initiatives)
  
3. The results of family reunion and integration policies and practices are measured in terms of:

- Policy: Do third-country nationals have a comparable right to family reunion as EU citizens?
- Financial and administrative inputs: Are these procedures being implemented in a way that respects good governance principles, takes special needs into account, and addresses instances of fraud or abuse? Do families going through procedures receive the necessary travel and settlement support?
- Output: How many legal and other measures are taken? How many obstacles eliminated? How many applications have been received from eligible applicants?
- Efficiency: How many applications were obtained for the actions and resources required? i.e. How much staff is needed per applicant? What is the cost and length of the application procedure?
- Effectiveness: How many applicants successfully completed the family reunion procedure?
- Sustainability: As society becomes more diverse, is the number of residents separated from their family increasing or decreasing? How do applicants and their family members' participation in the many areas of life change over time?
- Outcomes: How many residents are separated from their family?
- Impact (the big picture): How many reunited families report an increase in their socio-economic stability? How are families participating in the many areas of life in their local community and in society?



### **c. Civic and political participation**

1. Targets can be set for raising overall civic and political participation rates and make public life more representative of society. The monitoring and assessment of active citizenship among different groups in society, together with an evaluation of integration obstacles and facilitators, lead to the conclusion that one focus of this policy should be third-country nationals.
2. International standards are sought to guide the search for best practice and design of policy options. These options are discussed with and proposed to stakeholders. Clear quantitative targets for raising civic and political rates are set as well as a global strategy to reach these targets. They include:
  - Adherence to the 1992 Council of Europe Convention of the participation of foreigners in public life at local level
  - An inclusive legal framework that removes obstacles and builds on facilitators of civic and political participation
  - Policies that open opportunities for formal participation (the right to vote and stand in election, consultation mechanisms)
  - Policies that support civil society (legal conditions and financial support for associations and political parties)
  - Policies that encourage participation in civil society and public life (outreach and information campaigns).
3. The results of civic and political participation policies and practices are measured in terms of:

- Policy: Do third-country nationals and EU citizens have equal access as nationals to electoral rights, associations, political parties, trade unions, consultative bodies?
- Financial and administrative inputs: Are these policies being implemented with information, voter registration, and outreach campaigns?
- Output: What are the number and quality of legal and other measures taken? Obstacles eliminated? Campaigns completed? Political parties/NGOs engaged? Third-country nationals reached? Voters registered?
- Efficiency (Inputs/Outputs): i.e. How much money was spent on political party outreach per migrant candidate who eventually stood for election?
- Participant outcomes: What are the number and experience of new migrant voters? Party members? Candidates standing for election? Elected representatives?
- Effectiveness (Outcomes/outputs): i.e. How many registered migrant voters actually voted in the election?
- Target group outcomes: Are there movements towards equal participation and representation of immigrants (third-country nationals) and nationals? Are they comparable in terms of voting and participation in civil society, political parties, and trade unions? Are immigrants' share of elected positions proportional to their share of the local population?
- Sustainability (Outcomes over time): Are immigrants participating and being represented as much as they were at the start of this policy (i.e. when electoral rights granted or first campaigns completed)? How do the careers of migrant politicians, the lives of migrant associations, and the voting patterns of migrants, change over time, and after naturalisation?



- Risk/enabling factors: What factors have the greatest influence on these participation and representation rates? Age? Level of education? Socio-economic status? Length of residence? Country of origin? Previous civic/political experience?
- Impact (the big picture): Has greater civic and political participation among migrants led to greater overall participation rates? Has greater demographic representation among politicians improved substantive representation and the quality of decision-making?

#### ***d. Citizenship and naturalisation***

1. The monitoring and assessment of citizenship statistics and low naturalisation rates, together with an evaluation of integration obstacles and facilitators lead to the conclusion that citizenship and naturalisation should be promoted.
2. Policy options are discussed with and proposed to stakeholders. Clear quantitative targets for raising naturalisation rates are set as well as a global strategy to reach these targets. They include:
  - Adherence to the European Convention on Nationality
  - An inclusive legal framework that removes obstacles and builds on facilitators of integration through citizenship
  - Policies that encourage people to become citizens (outreach campaigns)
  - Policies which support candidates to meet language and other conditions
  - Administrative practices which eliminate bureaucratic hurdles and arbitrariness
  - Practices making naturalisation attractive (ceremonies, etc.)
3. The results of naturalisation policies and practices are measured in terms of:

- Output: How many legal and other measures are taken? How many obstacles eliminated? How many counselling services or preparatory courses organised and how many attended? How many eligible people reached? How many applications received? How many ceremonies organised?
- Efficiency: How many applications were obtained for the actions and resources required?
- Effectiveness: How many applicants were able to naturalise?
- Sustainability: How is participation, equal treatment, and feeling of belonging among the population changing over time?
- Outcomes: How many persons naturalised?
- Impact (the big picture): How did naturalisation increase participation and a sense of belonging of new citizens? How did it increase equal treatment among the general population?

**Annex: Indicators to monitor integration processes in different EU areas of cooperation**

Indicator area and title	EU Area	Data Source
<i>**Data by country of birth, nationality, socio-economic status, age, gender, year/reason for migration</i>		
<b>1. Economic participation</b>		
Labour market participation	EES	LFS
Employment	" "	LFS
Unemployment	" "	LFS
Over-qualification	" "	LFS
Transitions by type of contract	" "	SILC
Labour market segregation	" "	LFS
Access to continuing training	" "	CVTS
Participation in activation/support measures	" "	LFS
<b>2. Social inclusion and equal opportunities</b>		
At-risk-of-poverty	OMC Social Inclusion	Eurostat/SILC
In-work-poverty risk	" "	EU-SILC
Unmet health needs	" "	Eurostat/SILC
Life expectancy	" "	Eurostat/Demography
Self-reported unmet need for medical care	" "	To be prepared by Eurostat/SILC
Housing	" "	To be prepared by Eurostat/SILC
Separated families	JLS	To be developed
Awareness of discrimination	Equal Opportunities	Eurobarometer
Attitudes to diversity in public office	" "	Eurobarometer
Attitudes to diversity in media	" "	Eurobarometer
Personal experience of discrimination	" "	Eurobarometer
General knowledge of rights	" "	Eurobarometer
<b>3. Education</b>		
Participation in pre-school education	OMC Education	Eurostat/UOE
Special needs education	" "	To be prepared by Eurostat
Early school leavers	" "	Eurostat/LFS
Literacy in reading, mathematics, and science	" "	PISA/UOE
Completion of upper secondary education	" "	Eurostat/LFS
Completion of higher (tertiary) education	" "	Under preparation
Participation in lifelong learning	" "	Eurostat/LFS
Educational attainment of the population	" "	Eurostat/LFS
<b>4. Active citizenship</b>		
Membership in trade unions	JLS	European Social Survey (ESS)
Membership in political parties	" "	ESS
Volunteering	" "	ESS
Contact with decision-makers	" "	ESS
Signing petitions	" "	ESS
Voting	" "	ESS
Acquisition of long-term residence	" "	To be prepared EC Regulation 862/2007
Acquisition of nationality	" "	Eurostat / also EC Regulation 862/2007



Strategic thinking  
on equality and mobility