



KOMMISSIONEN FOR DE EUROPÆISKE FÆLLESSKABER

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**MEDDELELSE FRA KOMMISSIONEN TIL RÅDET, EUROPA-PARLAMENTET,
DET EUROPÆISKE ØKONOMISKE OG SOCIALE UDVALG OG
REGIONSUDVALGET**

Første årsrapport om indvandring og integration

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Bilag:

Bilag til den første årsrapport om indvandring og integration

1. INDLEDNING

Europa-Kommissionen anførte i sin meddelelse om indvandring, integration og beskæftigelse¹, at den "hvert år ville aflægge rapport om fremskridt i udviklingen af den fælles indvandringspolitik". I juni 2003 opfordrede Det Europæiske Råd på sit møde i Thessaloniki Kommissionen til "at fremlægge en årlig rapport om indvandring og integration i Europa med henblik på at kortlægge oplysninger om indvandring i EU som helhed samt politikker og praksis på indvandrings- og integrationsområdet. Denne rapport, der bør indeholde en præcis og objektiv analyse af ovennævnte spørgsmål, vil kunne være til hjælp i forbindelse med udvikling og fremme af politiske initiativer med henblik på en mere effektiv forvaltning af indvandringen i Europa." Med denne meddelelse indledes rapporteringsproceduren.

I den første årsrapport gives et overblik over tendenserne for så vidt angår indvandring i EU, og der foretages analyser af og overvejelser vedrørende ændringer i indvandringen. Derudover beskrives de foranstaltninger, der er truffet for så vidt angår indvandreres indrejse og integration på nationalt plan og EU-plan. Rapporten udgør et nyt instrument til revision af udviklingen i den fælles indvandringspolitik.

2. INDVANDRINGSTENDENSER I EU-25

International indvandring spiller en væsentlig rolle i forbindelse med befolkningsvæksten. Den registrerede indvandring steg i perioden 1999-2001 hvert år i EU-15 og forblev uændret eller faldt i de fleste af de nye medlemsstater. Uden positiv nettoindvandring ville befolkningstallet være faldet i nogle lande.

I perioden 1990-2002 oplevede nogle af de nye medlemsstater en væsentlig stigning i indvandringen, idet de gik fra at være udvandringslande til at blive indvandringslande og oplevede en omfattende ind- og udstrømning af økonomiske indvandrere. Nettoindvandringen er stadig relativ lav, men bliver gradvis positiv i de fleste af de nye medlemsstater.

Del 1 i bilaget indeholder en mere detaljeret oversigt over ind- og udvandringstendenserne.

3. INDVANDRERNES SITUATION PÅ ARBEJDSMARKEDET OG DE ØKONOMISKE FORDELE VED INDVANDRING

Indvandrerens situation på arbejdsmarkedet

Andelen af tredjelandstatsborgere udgjorde i 2002 3,6 % af alle beskæftigede i EU-15, og i tidsrummet 1997-2002 bidrog de med 22 % til væksten i beskæftigelsen. For så vidt angår EU-borgere oplevede mellem- og højtuddannede indvandrere i samme tidsrum den største vækst i beskæftigelsesraten. I lyset af EU-borgernes allerede høje beskæftigelsesrate forekommer arbejdskraft fra tredjelands i stadig højere grad at udgøre et stort potentiale, der kan udnyttes til at dække både den fortsatte efterspørgsel efter lavtuddannet arbejdskraft og den voksende efterspørgsel efter kvalificeret arbejdskraft.

¹ KOM(2003) 336 endelig.

Der er stadig tegn på, at tredjelandstatsborgeres arbejdskraft ikke udnyttes fuldt ud². Beskæftigelsesraten for tredjelandstatsborgere, inklusive de højtuddannede, er meget lavere end for EU-borgere, og forskellen er større for kvinder end for mænd. De seneste ti år har tredjelandstatsborgeres arbejdsløshed i de fleste af medlemsstaterne været mere end dobbelt så høj som EU-borgeres.

De oplysninger, der foreligger for de nye medlemsstater, vedrører situationen før deres tiltrædelse. Dette bekræfter, at som i de gamle EU-lande spiller indvandrere – i dette tilfælde hovedsagelig fra nabolandene, herunder det tidligere Sovjetunionen og Balkanlandene – en rolle i forbindelse med dækningen af manglen på arbejdskraft og kvalifikationer. Del 2 i bilaget giver et mere omfattende billede af indvandrernes situation på arbejdsmarkedet.

Indvandringens indflydelse på den økonomiske situation og de offentlige finanser³

I økonomisk teori er man relativt optimistisk for så vidt angår virkningerne af indvandringen, idet det forventes overordnet at medføre øget velfærd. En stor del heraf falder af på indvandrerne selv, men de fleste undersøgelser viser et lille "overskud af indvandrere" i forhold til landenes egne indbyggere. Indvandringens virkning for de offentlige finanser er blevet drøftet meget. Indvandrere opfattes ofte som en byrde for velfærdsstaten, der forårsager yderligere udgifter, der sædvanligvis ikke opvejes af de beløb, de betaler i skat. En del af væksten i antallet af personer, der afhænger af velfærdsstaten, skyldes det højere antal asylansøgere, som ikke eller kun på meget restriktive vilkår har lov til at arbejde.

Det er desværre ret svært at give et pålideligt skøn over indvandrernes nettobidrag til de offentlige finanser. Deres alderssammensætning er generelt gunstig for de offentlige finanser, idet den gennemsnitlige indvandrer er ung og i den arbejdsdygtige alder, og der gennemsnitligt er større mulighed for, at det, de betaler i skat, overstiger værdien af offentlige overførsler og tjenester. Indvandrernes relativt lave beskæftigelsesrate kan imidlertid helt eller delvis modvirke deres gunstige alderssammensætnings virkninger for de offentlige finanser. De medlemsstater, hvor indvandrernes beskæftigelsesrate overstiger landenes egen befolknings, kan indvandringen netto have en positiv indvirkning på de offentlige finanser. En bedre integration af indvandrerne vil således forbedre de offentlige finanser. Generelt kan det sandsynligvis med rimelighed siges, at nettovirkningen på de offentlige finanser forekommer temmelig lille.

4. UDVIKLINGEN I INDREJSEPOLITIKKEN

Kommissionens nylige "Undersøgelse af forbindelsen mellem lovlig og ulovlig indvandring"⁴ viser, at alle medlemsstater har kanaler til modtagelse af indvandrede arbejdstagere, bl.a. tredjelandstatsborgere med særlige kvalifikationer eller arbejdstagere i særlige sektorer. Der er imidlertid ikke kun behov for højtuddannet arbejdskraft, da visse, især sydeuropæiske lande eller nyere indvandringslande, har behov for lavtkvalificeret arbejdskraft. Disse arbejdstageres indrejse reguleres ofte gennem bilaterale aftaler med nabolande eller udvalgte tredjelande, idet begrundelsen herfor ikke kun er at imødekomme behovet på arbejdsmarkedet, men også forbindelserne med tredjelande, historiske forbindelser og kulturelle udvekslinger samt at

² Se rapporten om beskæftigelsen i Europa 2003 og del 2 i bilaget for nærmere oplysninger.

³ Dette afsnit er baseret på "Economic aspects of immigration" ECFIN/361/03, Udvalget for Økonomisk Politik.

⁴ KOM(2004) 412.

bekæmpe ulovlig indvandring. Størstedelen af indrejsen sker stadig i form af familiesammenføringer og ved at yde humanitær støtte til personer, som man erkender har behov herfor.

Forslag om at omorientere indvandringspolitikken og sikre en mere selektiv, beskæftigelsesrelateret fremgangsmåde har for nylig igen vundet gehør. Et fleksibelt indrejsesystem for at tiltrække specifik udenlandsk arbejdskraft kan i væsentlig grad bidrage til at løse flaskehalsproblemer på arbejdsmarkedet. Det vil blive lettere at gå over til en mere selektiv indvandringspolitik, hvis medlemsstaterne og Fællesskabet bliver bedre til at vurdere, hvilke kvalifikationer og erhvervsprofiler der bliver behov for fremover, og hvor der kan opstå mangel på arbejdskraft⁵. Det er dog nok illusorisk at tro, at der kan udarbejdes akkurate prognoser, hvorfor indvandringspolitikken kun i begrænset grad kan anvendes til at dække manglen på kvalifikationer. I lyset af den øgede økonomiske omstrukturering og globalisering er de indvandrere, der mest sandsynligt vil kunne bidrage til at få udbud og efterspørgsel til at svare overens, personer med brede kvalifikationer, erfaring og personlige evner, hvilket gør dem tilpasningsdygtige til det stadig mere komplekse og skiftende arbejdsliv. Indvandringspolitikken bør derfor tage sigte på på mellemlang sigt at holde antallet af udenlandske arbejdstagere, der får indrejsetilladelse, på et jævnt niveau og undgå en stop-and-go-politik.

5. TENDENSER I DE NATIONALE INTEGRATIONSPOLITIKKER

Udviklingen af en overordnet integrationspolitik, således som Kommissionen har opfordret til⁶, kræver en effektiv inddragelse af indvandringsproblematikken på alle relevante politikområder samt en indsats for at bekæmpe forskelsbehandling, samtidig med at der udvikles særlige foranstaltninger og instrumenter for at tage fat på indvandrenes behov.

Oplysningerne i dette kapitel er baseret på rapporter udarbejdet af de nationale kontaktpunkter vedrørende integration⁷ samt de nationale handlingsplaner for beskæftigelsen⁸ og de nationale handlingsplaner for social integration⁹. Del 3 i bilaget indeholder en oversigt over de nationale integrationspolitikker.

En af de største hindringer for integrationen er manglende **adgang til arbejdsmarkedet**, og dette er derfor det politikområde, der prioriteres højt i forbindelse med de nationale integrationspolitikker. Manglende sprogfærdigheder og problemer med at få anerkendt erhvervs kvalifikationer udgør også store hindringer, hvorfor stadig flere medlemsstater træffer foranstaltninger for at løse disse problemer. Der gøres en særlig indsats for at forbedre erhvervsorienteringen og jobrådgivningen for indvandrere. Det anerkendes også i stigende grad, at indvandrerne har mulighed for at blive iværksættere. Arbejdsmarkedets parter involvering og engagement er stigende, men stadig begrænset. Der er kun foretaget en beskedent evaluering af, hvor effektiv politikkerne er, og ikke-EU-borgere kan fortsat ikke få adgang til mange job på grund af deres nationalitet.

⁵ Se også rapport fra taskeforcen for beskæftigelse ”Jobs, Jobs, Jobs – Creating more employment in Europe”, november 2003.

⁶ KOM(2003) 336 endelig.

⁷ Se MIGRAPOL-integration 21

⁸ Den fælles rapport om beskæftigelsen:

http://europa.eu.int/comm/employment_social/employment_strategy/index_en.htm

⁹ Den fælles rapport om social integration:

http://europa.eu.int/comm/employment_social/news/2001/jun/napsincl2001_en.html

Blandt de øvrige nøgleområder er **sprogfærdigheder og forbedring af uddannelseskvalifikationerne**. Medlemsstaterne synes i højere grad at fokusere på indvandrernes sprogfærdigheder, og et stigende antal lande tilbyder nyankomne indvandrere og flygtninge sprogundervisning.

Der lægges i medlemsstaterne stadig større vægt på **samfundsforståelse for nye indvandrere** såsom oplysning om grundlæggende rettigheder og forpligtelser, herunder ligestilling mellem mænd og kvinder og grundlæggende normer og værdier i værtslandet.

Deltagelse i den politiske beslutningsproces udgør et vigtigt formelt skridt hen imod at give udlændinge rettigheder og forpligtelser, der ligner EU-borgernes, og de fleste af de 25 EU-lande har nu givet indvandrerne en eller anden grad af stemmeret på lokalt plan.

Selv om medlemsstaterne har fundet ud af, at indvandrere er særlig udsatte for **risikoen for fattigdom og social udstødelse**, har mange af dem endnu ikke foretaget indgående analyser af de faktorer, der fører til den situation.

En række medlemsstater kæmper stadig for at kunne tilbyde **boliger** til rimelige priser og imødegå de negative konsekvenser af ghettodannelse og dårligt stillede byområder, hvor indvandrere har tendens til at være overrepræsenteret.

Bekæmpelsen af forskelsbehandling og racisme er blevet gjort endnu mere kompliceret i det nuværende politiske klima, hvor indvandrere ofte fremstilles som negative stereotyper i medierne, og hvor politiske partier på den ekstreme højrefløj vinder frem i nogle medlemsstater. Strategierne for bekæmpelse af forskelsbehandling og racisme hænger ikke altid sammen med medlemsstaternes strategier på integrationsområdet. Man har dog generelt erkendt, at der er behov for handling,

Generelt er det svært at vurdere, hvorvidt der er sket fremskridt i udviklingen af de overordnede integrationsstrategier på nationalt plan. En række medlemsstater er imidlertid ved at udvikle **særlige integrationskurser** eller –programmer rettet mod indvandrere og flygtninge, og der er stigende forståelse for behovet for at **medtage indvandringsproblematikken** i forbindelse med alle politikker og at mobilisere de berørte gennem et større samarbejde mellem nationale, regionale og lokale myndigheder samt med civilsamfundet. I de fleste medlemsstater synes man ikke systematisk at medtage **kønsrelaterede spørgsmål** hverken for så vidt angår politik eller data i forbindelse med indvandringsproblematikken.

6. FREMSKRIDT I FORBINDELSE MED UDVIKLINGEN AF EN FÆLLES INDVANDRINGSPOLITIK

6.1. Konsolidering af EU's retlige rammer

Kommissionen har siden 1999 fremsat forslag til adskillige direktiver med henblik på at fastsætte ensartede spilleregler for medlemsstaterne og arbejde frem mod en fælles indvandringspolitik. Direktivet om familiesammenføring¹⁰, direktivet om fastboende udlændinge¹¹ og direktivet om opholdstilladelse til ofre for organiseret ulovlig indvandring

¹⁰ Rådets direktiv 2003/86/EF af 22.9.2003.

¹¹ Rådets direktiv 2003/109/EF af 25.11.2003.

eller menneskehandel¹² er allerede blevet vedtaget. Den 30. marts 2004 blev der opnået politisk enighed om direktivet om studerendes indrejse. Herudover er der bl.a. et forslag til direktiv om tredjelandsstatsborgeres indrejse for at udføre videnskabelig forskning og to forslag til Rådets henstilling med henblik på at lette forskeres indrejse¹³ på vej. Der er sket fremskridt på området social sikkerhed, når man flytter inden for EU, idet en ny forordning¹⁴ trådte i kraft i juni 2003.

Rådet nåede ikke til enighed om et forslag til direktiv om tredjelandsstatsborgeres indrejse med henblik på at arbejde, der blev fremsat i 2002. Kommissionen har gjort status over situationen og planlægger at iværksætte en omfattende høringsprocedure om økonomisk integration i anden halvdel af 2004.

I mange medlemsstater har man gennemført direktiverne om bekæmpelse af forskelsbehandling, der blev vedtaget i 2000, med forsinkelse. Kommissionen er ved at se nærmere på, hvor langt man er nået, og vil handle i overensstemmelse hermed.

6.2. Koordination af EU-politikken og udveksling af erfaringer

6.2.1. De nationale kontaktpunkter vedrørende integration

I juni 2003 understregede Det Europæiske Råd på sit møde i Thessaloniki betydningen af at udvikle samarbejdet og udvekslingen af oplysninger inden for rammerne af et netværk af nationale kontaktpunkter vedrørende integration med henblik på navnlig at styrke koordineringen af de relevante politikker på nationalt plan og på EU-plan.

For at strukturere udvekslingen af oplysninger besluttede de nationale kontaktpunkter at udarbejde en håndbog om integration af fagfolk og politiske beslutningstagere. Håndbogen er ved at blive udarbejdet på grundlag af en række tekniske seminarer, som medlemsstaterne har afholdt for at udveksle oplysninger om bedste praksis med den akademiske verden og civilsamfundet. Håndbogen kommer til at indeholde en række generelle principper og politiske henstillinger vedrørende integrationspolitikken illustreret med eksempler på god praksis. Første udgave forventes at udkomme i efteråret 2004.

6.2.2. Den europæiske beskæftigelsesstrategi og strategien for social integration

Der er også sket fremskridt for så vidt angår den europæiske beskæftigelsesstrategi. I juli 2003 blev de ændrede retningslinjer for beskæftigelsen vedtaget, hvori det opfordres til i højere grad at sikre integrationen af indvandrere på arbejdsmarkedet og sætte sig som mål at mindske forskellen i arbejdsløsheden mellem EU-borgere og ikke-EU-borgere. Det erkendes, hvilken rolle indvandring spiller for at dække den nuværende og fremtidige mangel på arbejdskraft, og det kræves, at der træffes foranstaltning til at omdanne sort arbejde til lovligt arbejde. Der er blevet lanceret en europæisk portal for jobmobilitet¹⁵ med henblik på at informere om ledige job og leve- og arbejdsvilkårene i EU. Kommissionen har til hensigt at styrke den gensidige læring mellem medlemsstaterne, herunder aspekter vedrørende indvandring, ved at bygge videre på det eksisterende system med peer reviews.

¹² Se KOM(2002) 71 af 30.4.2004.

¹³ KOM(2004) 178 af 16.3.2004.

¹⁴ [Nr. 859/2003](#)

¹⁵ Se <http://europa.eu.int/eures>

I forbindelse med strategien for social integration blev det i den fælles rapport herom fra 2003 som et af seks hovedpunkter understreget, at der er behov for at gøre en indsats for at mindske fattigdommen og den sociale udstødelse blandt indvandrere og etniske minoriteter. Medlemsstaterne rapporterer herom i deres næste nationale handlingsplaner for social integration.

Meddelelsen om indvandring, integration og beskæftigelse blev drøftet inden for rammerne af Beskæftigelsesudvalget og Udvalget for Social Beskyttelse, der begge vedtog udtalelser om emnet¹⁶. Den fælles rapport om beskæftigelsen og den fælles rapport om social integration skal anvendes til at overvåge de fremskridt, der sker på EU-plan.

6.2.3. Samarbejde om uddannelse på EU-plan

Inden for rammerne af den åbne koordinationsmetode på uddannelsesområdet viser de første resultater fra de arbejdsgrupper, der blev nedsat i 2002-2003 for at udveksle god praksis, udarbejde indikatorer og benchmarks og gennemføre studiebesøg, hvilke hindringer der står i vejen for, at indvandrere udnytter mulighederne for livslang uddannelse. Man fandt også frem til visse mere specifikke mål for en vellykket integration af indvandrere i en økonomi og et samfund, der er baseret på viden. Der vil fremover blive lagt særlig vægt på i højere grad at fokusere på hindringerne for indvandrere på uddannelsesområdet. Der vil blive taget hensyn hertil i opfølgningen af den fælles midtvejsrapport fra 2004 om gennemførelsen af Lissabonstrategien.

6.2.4. Forbedret oplysning om indvandring

Efter handlingsplanen for indsamling og analyse af EF-statistikker på indvandringsområdet¹⁷ forbereder Kommissionen nu et forslag til direktiv med henblik på at harmonisere indsamlingen af data og statistiske oplysninger. Den første årsrapport om indvandring og asyl blev offentliggjort i april 2004¹⁸.

6.3. Finansiell støtte via EU-instrumenter

Via en række af EU's finansielle instrumenter bidrages der til medlemsstaternes integrationsbestrebelse. Der ydes støtte gennem strukturfondene, navnlig Den Europæiske Socialfond (ESF), Equal-initiativet og Fællesskabets handlingsprogrammer på områderne uddannelse, beskæftigelse og bekæmpelse af social udstødelse og forskelsbehandling. For så vidt angår de instrumenter, der specielt er rettet mod indvandrere, udgør Den Europæiske Flygtningefond Fællesskabets hovedinstrument, og der blev i 2003 iværksat et nyt pilotprojekt på integrationsområdet (INTI) med henblik på specifikt at støtte politikker til integration af indvandrere. Del 5 i bilaget indeholder en mere detaljeret oversigt over EU's finansielle instrumenter og EU's bidrag til integrationen.

Kommissionen foreslår i sit forslag vedrørende de næste finansielle overslag for perioden 2007-2013, at der som en del af målet om at give EU-borgerskabet et reelt indhold og i lyset

¹⁶ Se udtalelser fra Beskæftigelsesudvalget (http://europa.eu.int/comm/employment_social/employment_strategy/opinions2003_en.htm) og Udvalget for Social Beskyttelse

¹⁷ (http://europa.eu.int/comm/employment_social/social_protection_committee/spc_opinions_en.htm).

¹⁸ KOM(2003) 179 endelig.

¹⁸ Se årsrapporten om indvandring og asyl http://europa.eu.int/comm/justice_home/index.htm

af området for frihed, sikkerhed og retfærdighed skal ydes finansiel støtte til en fælles indvandringspolitik for derved at sikre en effektiv forvaltning af den vedvarende indvandrerstrøm, der er brug for for at dække behovene på arbejdsmarkedet. EU skal gennemføre en række foranstaltninger på dette politikområde for at fremme og støtte medlemsstaternes indsats og derved fremme integrationen af tredjelandstatsborgere, der har bopæl i disse lande. I den tredje rapport om økonomisk og social samhørighed, hvori der foreslås et nyt "partnerskab for samhørighed", bekræftede Kommissionen behovet for gennem ESF at øge beskæftigelsesmulighederne for personer, der har store problemer med at komme ind på arbejdsmarkedet, f.eks. indvandrere. Yderligere solidaritet er nødvendig for at støtte medlemsstaternes indsats for at hjælpe tredjelandstatsborgere med en anden kulturel, religiøs, sproglig og etnisk baggrund til at kunne slå sig ned og aktivt tage del i alle aspekter af det europæiske samfund.

6.4. Dialog med tredjelande og på internationalt niveau

For at skabe nærmere relationer med udvandringslandene er der blevet gjort en indsats for at medtage indvandringsrelaterede spørgsmål i EU's politik for forbindelser med tredjelande og udviklingspolitik¹⁹. Indvandringsspørgsmålet inddrages systematisk i dialogen mellem Fællesskabet og mange af oprindelses- og transitlandene, og der er blevet udarbejdet et program for finansielt samarbejde²⁰. Dette skal ses i en bredere kontekst, der omfatter den øgede plads, indvandringsspørgsmål indtager på den internationale dagsorden, herunder i ILO og FN's globale kommission for indvandring.

7. KONKLUSIONER

Denne rapport bekræfter, at indvandring fortsat spiller en væsentlig rolle i forbindelse med EU's økonomiske og sociale udvikling. I lyset af den aldrende og faldende befolkningsandel i den arbejdsdygtige alder vil strømmen af indvandrere sandsynligvis og i stadig højere grad være nødvendig for at dække behovene i det udvidede EU. EU må forberede sig herpå.

Der er i den forbindelse behov for ensartede spilleregler for så vidt angår **politikkerne for økonomiske indvandreres indrejse** i EU, således at manglen på arbejdskraft med held og på en mere gennemsigtig og sammenhængende måde kan dækkes. Da man i Rådet ikke har kunnet opnå enighed om direktivet om økonomisk indvandring, håber Kommissionen, at udsendelsen om kort tid af en grønbog vil bane vejen for et nyt EU-retsinstrument vedrørende området.

Indrejse- og integrationspolitikken er uadskillige og bør gensidigt styrke hinanden. Med hensyn til integrationen på arbejdsmarkedet er det vigtigt på medlemsstatsplan yderligere at overveje de eksisterende strukturer og instrumenter, navnlig for så vidt angår **mulighederne for at indkredse mangel på kvalifikationer og arbejdskraft og at sikre en højere beskæftigelsesrate for indvandrere**. Kommissionen vil støtte udvekslingen af erfaringer om disse spørgsmål inden for rammerne af den europæiske beskæftigelsesstrategi. Kommissionen har med henblik herpå foreslået et nyt og ambitiøst program for udveksling af erfaringer inden for Beskæftigelsesudvalget, der kan tage fat på sådanne spørgsmål. Desuden vil fællesskabsprogrammet for tilskyndelsesforanstaltninger på beskæftigelsesområdet blive anvendt til at forbedre den grundlæggende viden om integration på arbejdsmarkedet. Denne

¹⁹ Se KOM(2002) 703.

²⁰ Se også SEK(2003) 815 af 9.7.2003.

rapport viser, at det fortsat er vigtigt at **vurdere indvandrernes evner og erhvervs kvalifikationer** for fuldt ud at kunne udnytte deres potentiale. At lade anerkendelsen af indvandrernes kvalifikationer ved at lade de samme kriterier gælde for godkendelsen af indvandrernes kvalifikationer som dem, der anvendes på landenes egne borgere, vil udgøre et væsentligt skridt fremad.

Parallelt hermed er medlemsstaterne også i stigende grad bekymrede for **integrationen af de nyankomne**, navnlig at indvandrerne forstår og respekterer værtslandets grundlæggende normer og værdier og med hensyn til deres sprogfærdigheder, som udgør store hindringer for integrationen. Medlemsstaterne vil uundgåeligt tøve med at lukke op for yderligere økonomiske indvandrere, hvis de ikke er i stand til at integrere nyankomne i alle af samfundets aspekter. Under drøftelser af indvandringsspørgsmål peger tredjelands på behovet for særlige integrationsforanstaltninger. Dette understreger behovet for i forbindelse med udviklingen i indrejsepolitikken at styrke og udvikle politiske instrumenter til at tage fat på problemet med integration af tredjelandsstatsborgere. INTI's forberedende foranstaltninger udgør yderligere et skridt for at fremme særlige integrationsforanstaltninger for tredjelandsstatsborgere ved at bidrage med nye idéer, udveksle oplysninger om god praksis og indkredse de områder, der skal prioriteres.

Der er behov for at øge indsatsen for at integrere de eksisterende indvandrere. Dette kræver overordnede integrationspolitikker, hvor disse spørgsmål medtages på alle områder, og særlige programmer. **At medtage integrationsspørgsmål** betyder aktivt og åbent at tage hensyn til disse spørgsmål i forbindelse med alle relevante politikker og foranstaltninger på EU-plan og nationalt plan. Et af målene i årsrapporten om indvandring og integration er at sikre, at der reelt tages hensyn til indvandrernes behov i forbindelse med alle EU-politikker, der vedrører dem, og at informere Rådet om fremskridtene. Denne første rapport viser, at det på visse større politikområder fortsat går langsomt med at medtage indvandringsspørgsmål, og at der er behov for en yderligere indsats for at tilrettelægge effektive politikker.

EU har dog siden vedtagelsen af meddelelsen om indvandring, integration og beskæftigelse givet en række tilsagn i forbindelse med navnlig den europæiske beskæftigelsesstrategi og strategien for social integrering, og der kan ses visse positive tendenser på nationalt plan. **Der er dog stadig brug for at omsætte disse tilsagn til handling.** Der bør anvendes målsætninger og udvikles en mere systematisk og sammenlignelig indsamling af oplysninger og data på fællesskabsplan for at sikre en bedre overvågning af de virkninger, politikkerne har for indvandrerne. Kommissionen vil lægge særlig vægt på overvågningen af fremskridtene i medlemsstaterne i de næste nationale handlingsplaner for beskæftigelsen og for social integration. Det vil desuden være nyttigt, at de nationale kontaktpunkter indbyrdes udveksler erfaringer for at sikre, at indvandringspolitikken medtages i alle politikker på nationalt plan og EU-plan, og at udvikle god praksis, hvor der tages hensyn til målgruppernes karakteristika. I lyset af den stigende betydning og prioritering af indvandrernes integration i forbindelse med fællesskabsfinansiering er det vigtigt, at informeringen om anvendelsen af midlerne hertil forbedres.

For at komme videre er det væsentligt at **føre en mere omfattende dialog med indvandrerorganisationer.** Det er en vigtig forudsætning for at støtte indvandrernes integration og bevare den sociale samhørighed, at dialogen mellem forskellige samfundsgrupper bygger på gensidig tillid. På EU-plan opfordrer Kommissionen indvandrerne til aktivt at deltage i debatten. Rapporten viser, at integrationspolitikken og religiøse og kulturelle spørgsmål fortsat udgør store udfordringer i de fleste medlemsstater. For at forbedre dialogen med indvandrerorganisationer og tilsidesætte fordomme, uvidenhed

og intolerance samt religiøs ekstremisme i EU vil Kommissionen prioritere skabelsen af netværk og samarbejde under INTI's forberedende foranstaltninger for 2005 højt.

Et andet vigtigt emne er den **stigende mangfoldighed i befolkningen i europæiske byer**, som fortsat udgør en udfordring for mange medlemsstater. Det vil være vigtigt at øge indsatsen for at udveksle erfaringer og oplysninger om bedste praksis på EU-plan, navnlig i forbindelse med strategien for social integration. Kommissionen vil desuden foreslå de nationale kontaktpunkter vedrørende integration at medtage emnet i deres arbejdsprogram.

Etableringen af **fælles retlige rammer** for tredjelandstatsborgeres rettigheder og forpligtelser støtter EU's fremgangsmåde i forbindelse med integrationen af indvandrere. De første EU-direktiver er nu blevet vedtaget, og Kommissionen vil nøje overvåge gennemførelsen heraf i national lovgivning. Kommissionen vil også se nærmere på omfanget af de politiske rettigheder, tredjelandstatsborgere får under denne proces.

De ovenfor beskrevne retlige rammer og politiske instrumenter udgør væsentlige dele i den praktiske gennemførelse af integrationsforanstaltninger. Der er imidlertid behov for større sammenhæng for så vidt angår de målsætninger, der forsøges nået ved hjælp af sådanne foranstaltninger. På Det Europæiske Råds møde i Thessaloniki blev behovet for at udvikle fælles retlige rammer på EU-plan yderligere understreget, inden for hvilke de nationale politikker skal tilrettelægges, og det blev planlagt at **fastlægge fælles grundlæggende principper** for at intensivere udviklingen af sådanne rammer. Kommissionen vil fremsætte de nødvendige forslag til at få fastlagt et sæt fælles principper, der kan udgøre grundlaget for vedtagelsen af specifikke målsætninger, der skal forfølges på de relevante politikområder.

De nationale kontaktpunkter kan spille en vigtig rolle i denne proces. De vil i høj grad kunne bidrage til overvågningen af de fremskridt, der gøres på tværs af politikområder, og sikre, at indsatsen på nationalt plan og EU-plan gensidigt styrker hinanden. På grundlag af erfaringerne med at udvikle håndbogen om integration bør der også fastlægges en række prioriterede områder og opstilles henstillinger for yderligere samarbejde mellem medlemsstaterne. I lyset heraf og med henblik på at styrke EU's fremtidige rammer for integration i den nye forfatningstraktat vil Kommissionen se nærmere på behovet for at skabe et mere formelt forum, inden for hvilket der fremover kan udveksles oplysninger om integration, uden at dette har indflydelse på den europæiske beskæftigelsesstrategi og den europæiske strategi for social integration.

ANNEX

1. MIGRATION TRENDS IN EU-25

In 2002 only Latvia, Lithuania and Poland showed a negative crude net migration rate²¹. Especially in countries like Germany, Greece, Italy, Slovenia and Slovak Republic, which are experiencing negative natural growth, migration makes an important contribution to population increase. Despite a positive migration rate, the Czech Republic, Estonia and Hungary are experiencing a population decline due to high negative natural increases.

In 2002, the annual crude net migration rate was 2.8 per 1 000 population in EU-25. Estimates show that during the period 1990-2002, these rates were generally positive in the EU-15 and often negative in some of the new Member States. These estimates, which give an indication of the role of migration in population change, show that, on the whole, there were more immigrants coming into the EU-15 than emigrants going out and that the reverse was true for most of the acceding countries.

To get a full understanding of migration trends it would be interesting to look at the total number of third-country nationals recorded as legally residing in EU-25. The total number of third-country nationals living in the 15 Member States²² in 2001 was estimated to be 14.3 million, the equivalent of 3.8% of the total population. Unfortunately figures for third-country nationals living in all 25 countries are not available. However the total number of non-nationals²³ living in the 25 countries is known although there is no data for 2001 for France, Ireland, United Kingdom, Cyprus, Estonia, Malta, Poland and the Slovak Republic and this is why the number of non-nationals only amounts to 15 million, which is equivalent of 5.0% of the total population. Belgium, Germany and Austria have sizeable non-national populations (around 9%). Next come Greece and Sweden with respectively about 7.0% and 5.5%. Luxembourg is an unusual case with non-nationals accounting for just over one-third and a quarter of the population. It should be noted that differences between countries in terms of non-national populations partly reflect differences in national legislation on the acquisition of citizenship.

Among the non-nationals, around one-third are citizens of another EU-25 Member State and the remaining two-thirds (9 million people) are third country nationals. Belgium and Luxembourg are the only countries where other EU-25 nationals outnumber third country nationals. In 2001 the largest group of third country nationals living in the Union was Turkish citizens (around 2.4 million of whom 2.0 million in Germany).

²¹ Comparable immigration and emigration data are not available for all countries, meaning that it is impossible to calculate net migration directly by subtracting emigration from immigration. Net migration is instead estimated here as the change in population that cannot be attributed to natural change (births minus deaths). Net migration figures give an indication of the importance of migration as a component of population change, but do not provide clear information about the size of the separate immigration and emigration flows. For example, low positive net migration could indicate high emigration but even higher immigration, or equally, zero emigration and low immigration.

²² Source: Eurostat (data from UK are estimates from previously published UK figure).

²³ Non-nationals includes both third country nationals and other EU-country nationals living in another EU Member State.

Sweden, The Netherlands and Denmark have the highest ratio of non-nationals acquiring citizenship²⁴. Luxembourg and Greece show the lowest relative numbers. In these countries there were fewer than 5 cases of newly acquired citizenship per 1,000 non-nationals in the country. Compared with 1990, in almost every country the ratio of the number of people acquiring citizenship to the non-national population has increased.

During 2001, excluding seasonal employment, the majority of residence permits in the EU-countries who supplied data, were granted for the purposes of family formation, employment or study. Within these categories, the reasons for granting residence permits can vary dramatically between Member States, some granting the majority of permits for reasons of family formation, whilst others almost exclusively for employment purposes. For instance in Sweden, over 70% of residence permits were granted for purposes of family formation/reunification. In Belgium and Denmark this was the reason in over 50% of cases and in Austria, Finland, France and Italy it applied to between 20% and 30% of cases. In Germany and Spain, a residence permit was granted for employment purposes in over 80% of cases and in Italy, in over 50% of cases. Looking at the EU overall, nearly 40% of all residence permits were granted for the purpose of employment whereas 30% were granted for the purpose of family reunion.

A lack of complete and comparable data hampers the analysis of migration and caution should be taken. Being foreign born is not necessary an indicator of being an immigrant from another country. The statistics on net immigrant flows most likely underestimate the real level of migration due to movements of illegal or clandestine immigrants. Illegal immigration flows are obviously not included in official statistics and can only be estimated with difficulty. Furthermore, emigration flows are not well recorded and there are no data on outflows of immigrants from the labour market in most countries and on changes of “category”, such as the number of immigrants or of third country nationals who stop working, retire, are naturalised or return to their country of origin.

In the context of the enlarged EU, it is important not to confuse immigration by third-country nationals and internal mobility of EU citizens, including those from the new Member States. While the income gap between the new Member States and the EU-15 is likely to diminish to some extent over the transition period, the basic incentives to migrate will – in all likelihood – not be fundamentally different from now. Therefore, the economic rationale for maintaining restrictions on the free movement of workers after accession may be weaker than often assumed²⁵. Applying temporary curbs on labour mobility from the new Member States will only distribute inflows over a longer period of time, delay the overall movement of workers and may introduce “biased” destination patterns of flows into the EU-15, with the risk of distorting mobility on a more permanent basis. A study²⁶ for the Commission came to a similar conclusion concerning the transition periods and confirmed previous research that flows of workers following enlargement will be fairly moderate. The enlargement of the Union is therefore not expected to have a major impact on the future need for immigration.

²⁴ Eurostat, Statistics in Focus, Population and Living Conditions, Theme 3 – 3-2004.

²⁵ Virtually all old Member States have maintained restrictions on access to their labour market, at least for the first two years following accession.

²⁶ German Institute for Economic Research, Potential Migration from Central and Eastern Europe in the EU 15 – An Update; DG EMPL, October 2003.

2. MIGRANTS IN THE LABOUR MARKET AND ECONOMIC AND PUBLIC FINANCE ASPECTS OF IMMIGRATION

Migration helps to sustain employment growth

Between 1997 and 2002 the number of people employed²⁷ in the EU-15 increased by about 12 million, out of which 9.5 million were EU-nationals and more than 2.5 million, third-country nationals. While the share of third-country nationals in total employment was 3,6% in 2002, they contributed to employment growth by 22%. In 1997, the employment rates of EU-nationals already stood at 79% for the medium skilled and at 87.5% for the high skilled in 2002 they had further risen to 81.6% and 89% respectively, and thereby reaching levels difficult to increase any further. A similar development is seen among third-country nationals. The number of medium skilled increased by 50% and that of high skilled doubled, amounting to more than 60% of the total increase in their employment. This reflects not only the well known fact that migrant labour strongly reacts to cyclical variations in economic activity but also migrants' labour's over proportional contribution is sustaining employment over a 5-year period, which is characterised predominantly by solid economic and strong employment growth. The situation for the low skilled is somewhat different, with more modest increases in both groups but still stronger for third-country nationals than for EU-nationals.

Given the extremely high levels of employment already reached by skilled EU-nationals, third countries' labour is increasingly appearing as a major potential, which can be tapped to respond to the growing demand for skilled labour while continuing to respond to the demand for low skilled labour.

An unused employment potential among third-country nationals²⁸

Over the last decade third-country nationals' unemployment has remained higher than EU-nationals', more than twice as high in a majority of Member States. Third-country nationals have also much lower employment rates than EU-nationals (by 14 percentage points lower in 2002), in particular in the prime-age group (by 20 percentage points lower) and for the high skilled. The gap is on average wider for women than for men, within all working age groups.

Migrants workers are not only concentrated in a few sectors, but within them, in the lower skilled segments. "Education", "care" and "health" progressively emerge as new sectors of employment, notably for newly arrived migrants while young people of foreign origin tend to be increasingly working in jobs with a "national profile"²⁹. Whether these changes mean a better starting point for migrants' longer term integration in the labour market is questionable as they still tend to remain concentrated in low quality service jobs offering little room in terms of adaptability and mobility.

Educational attainments remain lower also for the younger generations. In 2002, at 35%, the share of the 18-24 year olds having lower secondary education or less and being not in further education and training was twice as high for third-country nationals than for EU nationals.

²⁷ Defined as the number of people employed in the working age population (15-64) in the Community Labour Force Survey.

²⁸ This section highlights the key findings from "Employment in Europe 2003", where the Commission analysed this important issue in detail.

²⁹ OECD, "Trends in international migrations", 2003, part I

More than 60% of third-country nationals aged 15-24, were low skilled and 5% highly skilled compared with 46% and 8.5% for EU-nationals. Improving migrants' integration in the labour market requires breaking the vicious circle of a low skill level giving access to sectors and jobs, which in turn, offer poor chances of improving their skills.

Although newly arrived third country migrants tend on average to have a higher skill level than those established for several years in the EU, their activity rates are lower and their unemployment rates higher than for longer established immigrants. At 45%, the employment rate of immigrants who arrived in 2001 was nearly 20 points below that of those who arrived 10 years before.

Differences in employment performances of third country nationals seem to be strongly related to the country of origin, for women in particular

The employment rate of migrants from African countries and Turkey is dramatically lower than for EU-nationals whatever the skill level and the gap is more marked for women. This is not the case for migrants from Balkan countries, whose employment rates are at or over EU-nationals' levels both for men and women. Differences appear however less marked when considering country of birth instead of nationality as shown by result of recent research conducted for the Commission.

The situation of migrants in the labour market in the new Member States

Community Labour Force Survey data are not robust enough to provide a comprehensive picture of migrants' employment in the new Member States. Available information for Slovenia, the Czech Republic, Poland and Slovakia³⁰ relates to the situation before accession and considers both EU and third country nationals workers as migrant workers and it only allows for rough estimates based on the number of work permits and trade licenses delivered³¹. In the new Member States, the great majority of migrant workers come from neighbouring countries, including the former USSR and the Balkans. In Slovenia, 93% of the foreign workers come from former Yugoslavia. Foreign workers from Ukraine, Belarus and the Russian Federation represent the majority in Poland and between 27 and 36% in the Czech Republic. Both countries have also a sizeable share of migrant workers from Asian countries, notably Vietnam.

Migration trends are changing in the new Member States and, as in old EU countries, migrant labour plays a part in adjusting for labour and skill shortages provided the immigrants are integrated in the labour market. In Cyprus, labour market adjustments rely heavily on migrants employed on a temporary basis, in particular in "hotels and restaurants" and in "private households" who represented 10.2% of the employed workforce in 2002³². In Central and Eastern European new Member States, migrants from EU-15 represent a marginal share

³⁰ "Migration Trends in selected EU Applicant Countries", International Organisation for Migration, Vienna, 2004.

³¹ In Poland the number of work permits fluctuated between 15,300 and 17,800 per year between 1997 and workers can be *estimated* at around 167,600 in 2001. In Slovakia around 9,000 non national citizens were officially working in 2002.

³² Supporting document SEC (2003)1361 to Commission Communication "Progress in implementing the Joint 2002, in Slovenia between 34,000 and 40,000. In the Czech Republic, the total number of work permits declined from 130,767 in 1997 to 103,652 in 2001, but adding trade licenses the number of migrant *assessment Papers on employment policies in acceding countries*" COM(2003) 663 final.

of migrant workers (around 2.5% in the Czech Republic, for example) but helped by responding to the demand for new skills led by the economic transformation. They are generally high skilled, employed in managerial and professional occupations on a temporary basis and concentrated in big cities. Migrants from Central and Eastern Europe and the Balkans, on the other hand, work mainly in industry (textile and food in particular), construction and agriculture in manual, unskilled jobs or, in the case of women, as domestic helpers, carers for children and elderly people. Traditionally, migrants from Asia have been mainly entrepreneurs, running small family businesses, notably in the retail and textile industries.

Economic and public finance aspects of immigration³³

Economic theory is relatively optimistic with respect to the economic impact of immigration, suggesting overall welfare gains. Immigrant workers can improve the allocation of workers to firms and may ease labour shortages in areas in which natives do not want to work. As they tend to be more responsive than local workers to labour market conditions, immigrant workers may help to smooth the adjustment of labour markets to regional differences or shocks. Moreover, the increase in human capital from immigration contributes to long-term growth, in addition to the purely quantitative impact of increases in the labour force.

A large part of the gains accrue to the immigrants themselves (and to their families in the source countries receiving remittances), but most studies find a small “immigration surplus” for the native population as well. However, the distributional impact tends to be significant, as costs and benefits are not evenly distributed among the resident population. Studies typically show complementarities between skilled domestic workers and unskilled migrants and some, although weak, substitution between unskilled migrants and domestic workers. In cases of a rapid increase in labour supply not matched by an increase in the capital stock, additional migration could thus lead to income redistribution from native workers to capital-owners, with unskilled labour probably having to shoulder a major share of the burden. Thus, a shift towards a better balanced skill-mix of migrants should be conducive to alleviating distributional concerns. Moreover, additional migration may well be accompanied by additional capital investment over the medium term, particularly if migration reduces supply barriers to economic activity such as labour or skill shortages.

The Communication on immigration, integration and employment concluded that while using immigration to fully compensate for the impact of demographic ageing on the labour market is not a realistic option, increased immigration flows are not only likely but necessary. The existing literature confirms that migration can contribute to mitigating the ageing process significantly if migration rates remain at their historical levels or increase further, without being a solution to ageing populations. In fact, the level of net migration required in order to maintain the old-age dependency ratio at its 2000 level would entail enormous increases of inflows relative to current levels. The EUROSTAT demographic scenario used as a basis for the projections of public expenditure on pensions and health care already assumes significant net in-migration of some 30 million in total until 2050. Thus even somewhat higher net immigration would not dispense policy makers from implementing the EU’s internal structural reform agenda to cope with the impact of ageing populations. In particular, in all Member States timely preparations to tackle the budgetary implications of ageing will have to

³³ This section is largely based on a note prepared by Commission services for the Economic Policy Committee, “*Economic aspects of immigration*”, ECFIN/361/03 en.

rely on the three-pronged strategy of raising employment rates, reducing public debt, and reforming pension systems³⁴.

An important element in the public debate over immigration has been the impact on public finances. Indeed, several recent studies have shown that welfare dependency ratios of migrants have increased in some countries in absolute terms and relative to the native population³⁵. Basically, the higher probability of migrant households relative to native households to depend on social welfare programmes is a result of their human capital and other socio-economic characteristics, with lower education, a lower age of the household head and a higher number of children being the prime factors. Typically, after controlling for these “observable” characteristics, there remains only a small part of “residual” welfare dependency of migrants over and above those of natives. Moreover, these studies find somewhat stronger tendencies for migrants to stop depending on welfare assistance than in the US. Welfare usage of non-humanitarian migrants seems to be at least in some cases well below that of humanitarian migrants, and non-humanitarian migrants tend to stop depending on welfare more rapidly than other migrants. Thus, part of the increase in welfare dependency of migrants can be traced back to higher numbers of asylum seekers and refugees, who are not, or only under restrictive conditions, permitted to work.

3. OVERVIEW AND BROAD TRENDS IN NATIONAL POLICIES ON INTEGRATION

The definition and content of integration policies differ widely in terms of scope, target groups and actors. Some Member States are combining both actions targeted specifically on migrants and a mainstreaming approach; others have a less comprehensive, more fragmented strategy, which is often project-based. For long-term resident immigrants, ethnic or national minorities and asylum seekers, the policies carried out differ significantly from one Member State to another³⁶. For newly arrived immigrants and refugees, policies are more similar and are generally based on national introduction programmes consisting of three main components: language tuition, civic orientation and education, and professional labour market training.

The actors involved in developing integration policies vary a lot across Member States. When a mainstream approach prevails, public actors responsible for integration policies are less identifiable, with an overall responsibility often given to the Ministry for Home Affairs and/or for Social Affairs. Authorities in charge of policies for specific target groups are more visible. Integration strategies are defined at national level but often implemented by regional and local authorities. Some countries try to involve social partners while others rely mainly on NGOs.

The diversity of approaches and actors reflects different policy priorities, as well as the specific history and patterns of migration flows within each country. As several Member States have recently changed from being emigration countries to immigration countries, the need for comprehensive integration strategies has increasingly been recognised. This is, for instance, the case of many new Member States, where emphasis has long been put on addressing minority issues, rather than on integrating newcomers.

³⁴ Joint Report on pensions.

³⁵ A number of studies focus on Germany; some recent evidence is available for Sweden, the Netherlands and Denmark.

³⁶ See European Commission, COM(2003) 336 Annex 1 Synthesis report on national integration policies.

Member States have committed themselves to significantly reduce the unemployment gaps between non-EU and EU nationals.

Lacking a job is often perceived as the most important barrier to integration and promoting immigrant participation in the labour market is identified as a central policy priority. This is echoed by the vast majority of the National Contact Points on Integration who identify lack of access to employment as being the greatest barrier to integration and thus the most important political priority within national integration policies. Under the European Employment Strategy, Member States are called upon to promote the integration of and combat discrimination against immigrants and ethnic minorities in the labour market. In particular, Member States are committed to significantly reduce the unemployment gaps between non-EU and EU nationals by 2010, according to national targets. Skills gaps and discrimination certainly play a role. Lack of language skills and difficulties regarding recognition of professional skills and qualifications are also important barriers. The analysis of the National Action Plans for Employment for 2003/2004 shows some promising policy developments. A growing number of Member States (BE, DK, FR, PT, SE) are taking measures to improve the recognition of qualifications and competences of migrants obtained outside the EU. Special efforts are being carried out to improve job guidance and job counselling for migrants. For instance, the French public employment service has nominated officials in charge of the coordination of the reception of migrants in order to facilitate their access to employment services. In Belgium, regional public employment service also provides information about the rights of job seekers when confronted with discrimination. The potential of migrants to establish themselves as entrepreneurs is also increasingly recognised. In Germany, for example, several measures are developed to attract more foreign workers to start their own business by better counselling, improved information and targeted public relation measures.

However, little progress is seen in a number of other policy areas. Targets reflecting the one agreed at EU level have not been set at national level, except for the Netherlands, France, Denmark and Ireland. The Netherlands for example has committed itself to raising the employment rate of ethnic minorities to 54% by 2005 whereas Denmark has set a target of having a minimum of 3.5% of people from a migrant origin in the public sector. Although anti-discrimination measures in the workplace are considered crucial, not all Member States seem to give the necessary importance to this issue. The involvement and the commitment of the social partners are increasing but still limited. The evaluation of the effectiveness of policies is scarce. A counter-example is Sweden, which has recently appointed officials to review the effectiveness of reception and induction schemes for immigrants and refugees. Finally, many occupations remain inaccessible for non-EU nationals on the ground of nationality shifted recently its policy by authorising non-EU nationals to access occupations in the civil service.

Language tuition for newly arrived immigrants is gaining in importance

Some immigrants are highly educated and already speak the language of their host country. Immigrants bring with them a language resource which the EU needs to capitalise on and their language and intercultural skills may well be better than those of their hosts. Language skills and the improvement of the educational attainment are, however, identified as key challenges, not just to ensure integration in the labour market, but to integrate into society at large. Poor language skills are not only influenced by learning abilities and the lack of interaction with

the host society, but are perhaps also a result of shortage of financial resources³⁷. Generally Member States seem to be focussing more on immigrant' language abilities and an increasing number of countries are providing specific language tuition for newly arrived immigrants and refugees. Germany for instance is proposing 600 hours of language training in their anticipated national integration programme. At the same time the focus has increased in some countries on the responsibility of the immigrant to integrate and learn the language of the host society. In the Netherlands an increased responsibility on the newcomers for his or her integration is envisaged by placing the cost of the introduction programme on the newcomer and requiring an integration exam.

The provision of civic education to new immigrants is growing

Confusion and ignorance surrounding immigration, social and cultural issues is widespread, as highlighted by the on-going discussions in several Member States on the wearing of cultural and religious symbols. These difficulties are also echoed by Member States which have highlighted the increasing need for providing civic education or orientation to new immigrants, such as information about fundamental rights and obligations, including equality of men and women, basic norms and the core values of the host society. Such efforts could be seen as an increased recognition of the need for developing and implementing a holistic approach to integration, which should include measures to facilitate civic, cultural and political participation. Member States still have difficulty in achieving the delicate balance between on the one hand the adaptation from migrants and on the other hand the changes required in society.

Some progress in granting political rights to immigrants at local level

Participation in the political decision-making process is certainly an important formal step to granting foreigners similar rights and obligations as EU-nationals. Participation in political life has been and is currently under discussion in some Member States. Belgium and Luxembourg for example have recently adopted new legislation granting the right to vote to foreign residents under certain conditions. The majority of both new and old Member States have now granted some level of electoral rights to immigrant at the local level and with the forthcoming transposition of the Directive concerning the status of third-country nationals who are long-term residents³⁸, there will be an opportunity for the remaining Member States to consider granting more political rights to immigrants. The European Parliament considers that Member States should ensure the right to vote in local and European elections, but has emphasised that civic citizenship implies more than that, including ensuring that citizenship requirements are non-discriminatory³⁹.

Making a drive to reduce the risks of poverty and social exclusion is a critical challenge

³⁷ Currently there are no specific Community measures to fund language courses for individual migrants as the responsibility for the organisation of education and training systems rests with Member States. There are however projects under the Socrates and Leonardo da Vinci, which seek to encourage sharing of experiences and good practice in the teaching of immigrants.

³⁸ Council Directive 2003/109/EC of 25 November 2003. Deadline for transposition into national law is 23 January 2006 cf. art. 26.

³⁹ Report on the Communication from the Commission on immigration, integration and employment from the European Parliament, 1 December 2003, A5-0445/2003.

Under the European common objectives to combat poverty and social exclusion adopted in December 2002 emphasis was placed on the need to tackle the specific social risks experienced by immigrants. An analysis of the National Action Plans for Social Inclusion for 2003-2005⁴⁰ shows that a more determined action is needed. While Member States identify immigrants among those particularly at risk of poverty and social exclusion, many countries still fail to provide in-depth analysis of the factors leading to this situation. Little attention is given to promoting access to resources, rights, goods and services, in particular to appropriate healthcare.

... and access to affordable housing is a particular problem

The urban settlement and housing of immigrants, in particular, are still causing difficulties. A number of Member States are struggling to provide affordable housing and to address the negative consequences of segregation and deprived urban areas, where immigrants tend to be over-represented. Some Member States are introducing new approaches to overcome this problem by linking admission and housing policies. Italy, for example, has decided to introduce a new system where the employer has to guarantee housing under a “contract of stay for work”.

Fighting discrimination must be stepped-up

The fight against discrimination and racism has been rendered even more complex in the recent political climate, with the sometimes negative stereotyping of immigrants in the media and the rise in support for far-right political parties in some Member States. Specific actions to promote the integration of immigrants must be complemented by measures to tackle discriminatory barriers. Policies to combat discrimination and racism are not always connected to the integration strategies pursued by the Member States. There is, however, a clear recognition of the need to act. Most EU citizens acknowledge that members of ethnic minorities would stand less chance of getting a job or training, even with the same level of qualifications as other candidates, and more than 80% of EU citizens believe that it is wrong to treat people differently on the basis of their racial or ethnic origin⁴¹. The transposition of the 2000 EU legislation banning discrimination on grounds of racial or ethnic origin in employment and beyond⁴² has acted as a catalyst for progress by forbidding discriminatory attitudes, behaviour and practices and establishing in each Member State specialised bodies responsible for promoting equality and combating racial discrimination, which are now becoming operational.

4. OVERVIEW OF FINANCIAL INSTRUMENTS AND THEIR CONTRIBUTION TO INTEGRATION OF IMMIGRANTS

Several EU financial instruments and initiatives contribute to the integration efforts of the Member States. Financial support is available through the Structural Funds, and from the European Social Fund (ESF) in particular. Some of the activities supported under the five ESF priorities have relevance for the integration of immigrants although it is difficult to quantify their contribution as such at EU level since the ESF programmes do not have a target group

⁴⁰ See 2003 Joint Inclusion Report, as well as national action plans for social inclusion on http://europa.eu.int/comm/employment_social/news/2001/jun/napsincl2001_en.html

⁴¹ See Eurobarometer survey on *Discrimination in Europe* published by the Commission in June 2003.

⁴² Council Directive 2000/43/EC.

approach and legally resident third-country nationals are eligible for ESF funding on the same footing as EU nationals. Over 2000-2006, the ESF will spend some € 12.5 billion (20 % of the budget for the period) under the policy field addressed at promoting equal opportunities for all in accessing the labour market. As an example⁴³ of support for immigrants, projects and measures have been identified in the programming documents of a number of Member States (BE, LU, FR, ES, EL, NL) amounting to € 260 million. The activities include counselling, training, guidance, employment support and measures to facilitate labour market integration. Another example is the Objective 3 Community Support framework for UK, with an ESF allocation of more than € 4 billion, under which ethnic minorities and refugees represent 28% of the beneficiaries of active labour market measures.

The European action programmes in the field of education also have relevance for the integration of immigrants. The Grundtvig actions, under the Socrates programme, aiming at making lifelong learning opportunities more widely available to citizens in Europe, have supported a number of projects addressing the learning needs of immigrant communities so as to secure their fuller participation in civil society and more effective access to, and progress within, the labour market. In 2003, 28% of the projects supported by Grundtvig related to the education of migrants (as primary or indirect beneficiaries) and refugees. Migrants' children is also an overall priority for Comenius. 17% of the projects in the period 2000-2003 supported at Community level were targeted specifically at migrants children. The Leonardo da Vinci programme, implementing the EU's vocational training policy, also supported in 2001 and 2002 a number of projects, which have migrants and refugees among their beneficiaries.

Across the EU, transnational exchanges have developed within the framework of the EQUAL initiative and of the European action programmes in the field of employment, to combat social exclusion and to combat discrimination, which all include activities of relevance to the integration of immigrants. Under the EQUAL⁴⁴ initiative an amount of € 225 million supports partnership projects related to the integration of disadvantaged groups in the labour market. The beneficiaries include certain categories of migrants and a number of projects are dedicated to asylum-seekers. Under the various programmes, several studies and "peer review" activities are planned or on-going, for instance on the contribution of immigration to labour supply and the impact of different immigration patterns on employment and growth, on the integration of immigrants into the labour market, on policies to involve social partners in the integration of migrants, on urban issues and access to housing by immigrants and ethnic minorities.

Due to the significant impact of immigration on entrepreneurship and the importance of business creation by immigrants as a means to integration, the Entrepreneurship Action Plan⁴⁵ has targeted support for immigrant entrepreneurs as one of its key actions for 2004. The action aims to facilitate exchange of good practices between Member States in accordance with the open method of co-ordination.

⁴³ The following examples only illustrate the type of support provided by ESF to third country nationals. A more global and accurate overview of the support could only be provided after requesting and obtaining from Member States more detailed information of their respective Programmes.

⁴⁴ See http://europa.eu.int/comm/employment_social/equal/index_en.html;
http://europa.eu.int/comm/employment_social/incentive_measures/index_en.htm;
http://europa.eu.int/comm/employment_social/soc-prot/soc-incl/ex_prog_en.htm;
http://europa.eu.int/comm/employment_social/fundamental_rights/index_en.htm.

⁴⁵ COM(2004) 70 final.

With respect to specific instruments targeted towards immigrants the European Refugee Fund is the European Community's main instrument supporting the implementation of a common asylum policy. In 2003, Member States allocated 25% of their appropriation under the European Refugee Fund to support the integration of refugees covering activities at national level in particular to provide social assistance in areas such as housing, means of subsistence and health care or to enable beneficiaries to adjust to the society of the Member State or to provide for themselves. A number of important projects have been implemented aiming at empowering refugees through community-based social support, family support, and support for the maintenance of the native culture of refugees. Projects are also being implemented to promote pathways to socio-economic integration through language teaching, vocational orientation and training, job searches and job creation. In February 2004, the Commission presented a proposal for the establishment of the second phase of the European Refugee Fund for the period 2005-2010.

A new pilot project on integration (INTI) was launched in 2003 with a view to specifically support networks and the transferral of information and good practices between Member States, regional and local authorities and other stakeholders on policies for the integration of immigrants. Fourteen projects involving the establishment of networks, conferences, research and the development of innovative approaches have been selected for funding and are now being implemented.

In addition, the Council adopted in December 2003 a proposal from the Commission for the establishment of a cooperation programme (ARENEAS) with third countries aiming at providing specific and complementary assistance to them in order to support their efforts in better managing migratory flows in all their dimensions. It provides for a global envelope of € 250 million for the period 2004-2008.