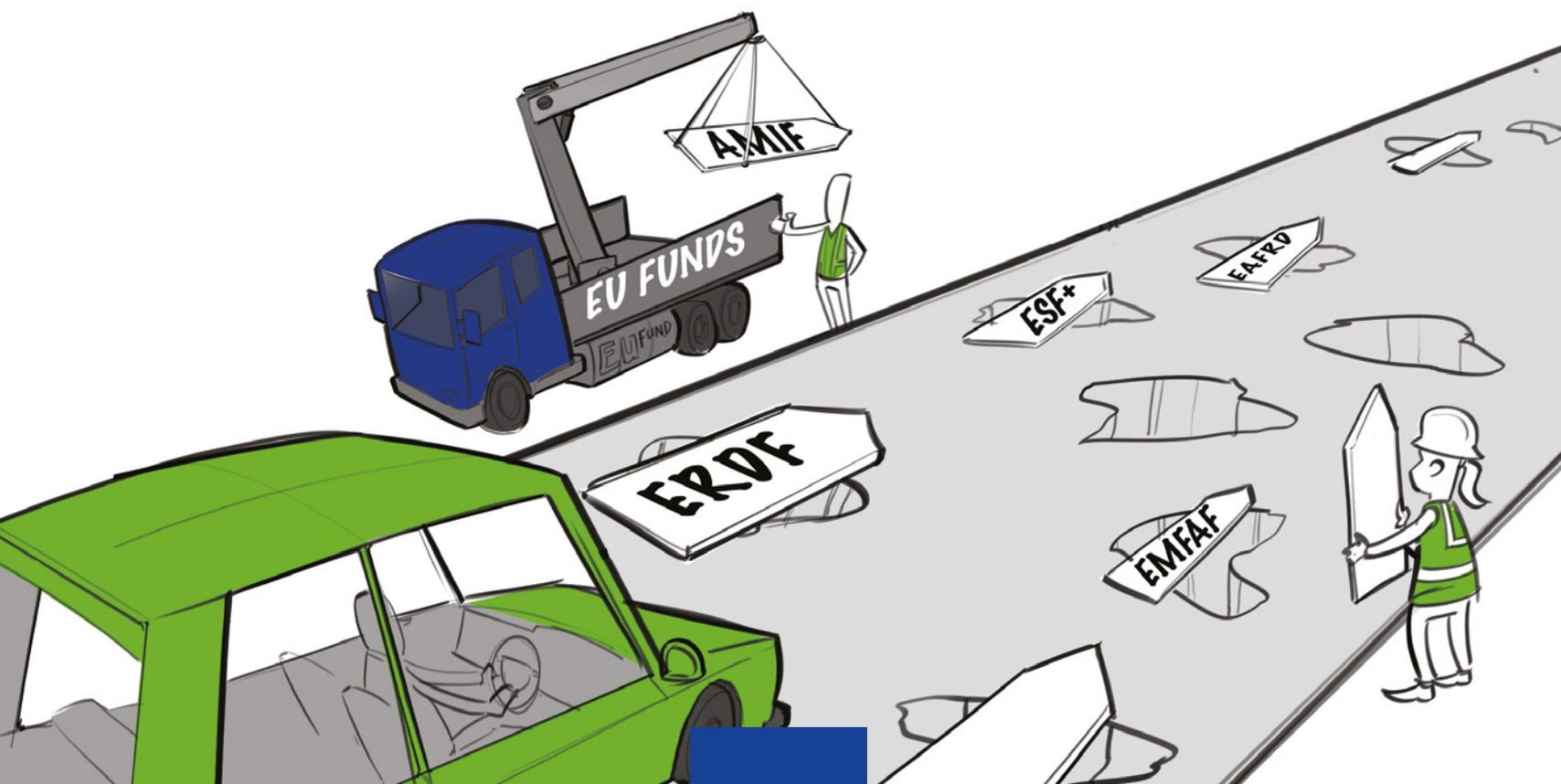




European
Commission

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

2021–2027 PROGRAMMING PERIOD



Manuscript completed in November 2021

Toolkit on the use of EU funds for the integration of people with a migrant background – 2021-2027 programming period

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FOREWORD

'I think of the Libyan and Somalian refugee doctors who offered their medical skills the moment the pandemic struck in France.'

President Ursula von der Leyen, State of the Union Address 2020

We are facing unprecedented times and conditions due to the COVID-19 pandemic, which called our attention in particular to the more dire needs of the most vulnerable, including people with a migrant background. At the same time, the COVID-19 pandemic has made the contribution of migrants to our society and economy all the more evident. Doctors and nurses with a migrant background are an indispensable part of the emergency and long-term healthcare efforts across Europe, together with other essential jobs and services.

We call for close cooperation between EU institutions, Member States, civil society and the private sector to tackle the threats and effects of disinformation from media and online platforms. These may have a significant impact on public opinion and policymaking regarding the integration of people with a migrant background.

The European Commission launched a new action plan on integration and inclusion for the 2021–2027 programming period, which provides

a framework for integration policy. The action plan is part of the comprehensive European approach to migration put forward by the Commission in the New Pact on Migration and Asylum. Successful integration policies are a cornerstone of a well-functioning asylum and migration management system. At the same time, they are crucial to make our societies more cohesive, resilient and prosperous.

In order to contribute to the implementation of the action plan and national integration policies, this updated version of the *Toolkit on the use of EU funds for the integration of people with a migrant background* provides practical support for public authorities and other relevant stakeholders to design efficient integration measures under the new EU funding programmes for the 2021–2027 period. It gives an overview of how the funds can be used to promote integration in all related policy areas, from education to employment, housing and healthcare. We invite the Member States and other relevant stakeholders to make use of the toolkit in the programming and implementation of integration measures through EU funds in the 2021–2027 period.

Stepping up our work on integration is today more important than ever. Together, we will rise to this challenge and improve the inclusiveness and cohesion of our society.



ELISA FERREIRA,
European Commissioner for Cohesion
and Reforms



NICOLAS SCHMIT,
European Commissioner for Jobs
and Social Rights



YLVA JOHANSSON,
European Commissioner for Home
Affairs

EXECUTIVE SUMMARY

This toolkit aims to assist all relevant stakeholders at European, national, regional and local levels in designing and implementing integration policies targeted at people with a migrant background, through the coordinated use of EU funds in the 2021–2027 programming period. Building on the *Toolkit on the use of EU funds for the integration of people with a migrant background* ⁽¹⁾ published in 2018, as well as some lessons learned from the 2014–2020 programming period, the toolkit provides support in response to the pressing socioeconomic gap between people with a migrant background and mainstream society. It describes the scope of support and the legal requirements of cohesion policy funds, in particular the European Regional Development Fund and the European Social Fund Plus, as well as the Asylum, Migration and Integration Fund; the European Agricultural Fund for Rural Development; and the Technical Support Instrument regulations in the 2021–2027 programming period, together with the relevant policy frameworks. By improving coordination and synergies in the use of EU funds, the overall aim is to strengthen the integration of people with a migrant background, reduce inequalities and ensure equal treatment.

As set out in the action plan on integration and inclusion adopted by the Commission in November 2020, people with a migrant background

still face many challenges in the fields of employment, health and social care, housing, education and social inclusion that need to be addressed to ensure their full inclusion in EU societies and the economy. At the same time, according to the Eurobarometer, Europeans are around twice as likely to see immigration as a problem as they are to see it as an opportunity, and nearly a third see it as both of these things ⁽²⁾.

In order to better respond to the current and future needs of people with a migrant background, the toolkit builds on the scenarios described in the previous edition on education, housing, employment, reception and access to basic mainstream services. The scenarios describe the challenges faced by people with a migrant background and the corresponding measures that can be supported by EU funds in these fields. Furthermore, additional scenarios pertaining to integration pathways have been included, such as on access to social care and healthcare, the implications of the COVID-19 crisis ⁽³⁾, fighting discrimination and misrepresentation, and the role of local authorities in integration. To reinforce the coordination, a specific chapter is dedicated to addressing synergies among EU funds in the 2021–2027 programming period.

⁽¹⁾ European Commission, *Toolkit on the use of EU funds for the integration of people with a migrant background*, 2018 (https://ec.europa.eu/regional_policy/en/information/publications/guides/2018/toolkit-on-the-use-of-eu-funds-for-the-integration-of-people-with-a-migrant-background).

⁽²⁾ European Commission, 'Results of special Eurobarometer on integration of immigrants in the European Union', 2018 (https://ec.europa.eu/home-affairs/news/results-special-eurobarometer-integration-immigrants-european-union_en); European Commission, 'Europeans' attitudes towards security', 2017 (https://ec.europa.eu/home-affairs/news/europeans-attitudes-towards-security_en).

⁽³⁾ For further reference, see, for instance, the series of bulletins published by the European Union Agency for Fundamental Rights (FRA) regarding the implications of the pandemic for fundamental rights, including the fundamental rights of migrants (FRA, 'Fundamental rights implications of COVID-19', 2020 (<https://fra.europa.eu/en/themes/covid-19>)) and the July 2020 FRA migration quarterly bulletin, providing an overview of key fundamental rights concerns regarding migrants during the COVID-19 pandemic (FRA, 'Migration: Key fundamental rights concerns', 2020 (https://fra.europa.eu/sites/default/files/fra_uploads/fra-2020-migration-bulletin-3_en.pdf)).

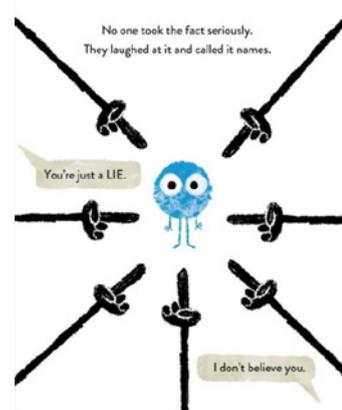
1. INTRODUCTION

'Migration has always been a fact for Europe – and it will always be. Throughout centuries, it has defined our societies [...] . And this will always be the case.'

President Ursula von der Leyen, State of the Union Address 2020 ⁽⁴⁾

In 2018, the European Commission published the *Toolkit on the use of EU funds for the integration of people with a migrant background* in order to respond to the pressing socioeconomic gap between people with a migrant background and mainstream society ⁽⁵⁾. The toolkit has reached a wide range of stakeholders, including Member States, local authorities and civil society organisations. EU funds have always played an important role in supporting measures for the integration of people with a migrant background, and stakeholders at national and local levels implemented a wide range of actions in the fields of employment, education, housing, healthcare and social care. However, people with a migrant background still face persistent challenges in all these areas.

Currently, around 34 million inhabitants in the EU were born outside the EU (around 8 % of the EU population) ⁽⁶⁾ and 10 % of young people (aged 15–34 years) born in the EU have at least one foreign-born parent ⁽⁷⁾. Although the proportion of inhabitants born outside the EU has increased overall in recent years ⁽⁸⁾, it still varies widely across Member States. More than a quarter of migrants are highly educated ⁽⁹⁾, but they often are not able to put their skills to use. Almost 40 % are overqualified for the job they do ⁽¹⁰⁾ and almost a fifth of migrants have only primary school education and need further support.



People with a migrant background play a key role in the European economy and society. As shown by recent research, fully integrating migrants into the labour market could generate large economic gains, including fiscal profits and contributions to national pension schemes and to national welfare in general ⁽¹¹⁾.

At the same time, according to the Eurobarometer, Europeans are around twice as likely to see immigration as a problem as they are to see it as an opportunity, and nearly a third see it as both of these things ⁽¹²⁾. Moreover, some research shows that migration policy is increasingly driven by emotions, as opposed to evidence ⁽¹³⁾. As shown in the 'Sad Little Fact' (picture 1) ⁽¹⁴⁾, this issue around the credibility of facts appears as a general challenge.

Evidence-based policymaking is a requirement for integration policies at EU level, as highlighted by recent research findings and lessons learned ⁽¹⁵⁾. As presented in a recent Commission communication ⁽¹⁶⁾,

⁽⁴⁾ State of the Union Address by President von der Leyen at the European Parliament Plenary of 16 September 2020 (https://ec.europa.eu/commission/presscorner/detail/en/SPEECH_20_1655).

⁽⁵⁾ European Commission, *Toolkit on the use of EU funds for the integration of people with a migrant background*, 2018 (https://ec.europa.eu/regional_policy/en/information/publications/guides/2018/toolkit-on-the-use-of-eu-funds-for-the-integration-of-people-with-a-migrant-background).

⁽⁶⁾ Eurostat, population data, 2019 (note that all indicators refer to the EU-27 area). For further information, see Commission communication – Action plan on integration and inclusion 2021–2027 (COM(2020) 758 final), p. 2 (https://ec.europa.eu/home-affairs/sites/homeaffairs/files/pdf/action_plan_on_integration_and_inclusion_2021-2027.pdf).

⁽⁷⁾ Estimates for 2017 (latest year available) based on Organisation for Economic Co-operation and Development (OECD) / European Union, *Settling In 2018: Indicators of immigrant integration*, OECD Publishing/European Union, Paris/Brussels, 2018, Chapter 7. See also n. 6.

⁽⁸⁾ European Commission, 'Statistics on migration to Europe' (https://ec.europa.eu/info/strategy/priorities-2019-2024/promoting-our-european-way-life/statistics-migration-europe_en). See also n. 6.

⁽⁹⁾ 26.8 % of non-EU-born adults (aged 25–64 years) had a high level of education in 2019 (Eurostat, EU Labour Force Survey (EU-LFS)). See also n. 6.

⁽¹⁰⁾ 38.6 % in 2019, based on Eurostat, EU-LFS (age group 20–64 years). 'Overqualification' is defined as working in a low- or medium-skilled occupation (International Standard Classification of Occupations (ISCO) 4–9) despite having a high level of education (International Standard Classification of Education (ISCED) 5–8). See also n. 6.

⁽¹¹⁾ For instance, fully integrating migrants into the labour market could generate an increase of up to EUR 3 500 in the average net fiscal contribution of each migrant by 2035. See Joint Research Centre (JRC), *Projecting the net fiscal impact of immigration in the EU, 2020* (<https://publications.jrc.ec.europa.eu/repository/handle/JRC121937>). See also n. 6.

⁽¹²⁾ European Commission, 'Results of special Eurobarometer on integration of immigrants in the European Union', 2018 (https://ec.europa.eu/home-affairs/news/results-special-eurobarometer-integration-immigrants-european-union_en); European Commission, 'Europeans' attitudes towards security', 2017 (https://ec.europa.eu/home-affairs/news/europeans-attitudes-towards-security_en).

⁽¹³⁾ N. Banulescu-Bogdan, *When Facts Don't Matter: How to communicate more effectively about immigration's costs and benefits*, Migration Policy Institute, 2018 (<https://www.migrationpolicy.org/research/when-facts-dont-matter-immigration>).

⁽¹⁴⁾ S. Margon, 'A hopeful story about a sad little fact', Open Society Foundations, 2019 (<https://www.opensocietyfoundations.org/voices/a-hopeful-story-about-a-sad-little-fact>).

⁽¹⁵⁾ See, for instance, from FRA, the data explorer for the findings of the 2016 Second European Union Minorities and Discrimination Survey (<https://fra.europa.eu/en/publications-and-resources/data-and-maps/survey-data-explorer-second-eu-minorities-discrimination-survey>) and the 2019 report *Integration of Young Refugees in the EU: Good practices and challenges* (<https://fra.europa.eu/en/publication/2019/integration-young-refugees-eu-good-practices-and-challenges>).

⁽¹⁶⁾ Commission communication – Tackling online disinformation: A European approach (COM(2018) 236 final) (<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52018DC0236>); Joint communication – Action plan against disinformation (JOIN(2018) 36 final) (<https://ec.europa.eu/digital-single-market/en/news/action-plan-against-disinformation?fbclid=IwAR14VHA-HW1-gfHj-xQX3FH124JArr-j3LsUbjwJwJNLvE27yG3YtoJX3AY>).

and confirmed by research ⁽¹⁷⁾, the media have a strong role to play in influencing public perception and policymaking, not necessarily corresponding to the evidence, but rather to fears. The potential gap between evidenced-based and perception-based policymaking, and its implications in the field of integration, needs to be better understood in the future.

In 2020, the Commission published several policy documents which aim to respond to the identified challenges and needs in the field of integration. These include the action plan on integration and inclusion for 2021–2027 ⁽¹⁸⁾ (providing strategic guidance in key areas such as education and training, employment and skills, health and housing), the EU anti-racism action plan for 2020–2025 ⁽¹⁹⁾ and the strategy to strengthen the application of the Charter of Fundamental Rights of the European Union ⁽²⁰⁾. They also provide the policy background for EU funds programmes in the 2021–2027 period.

Building on these policy frameworks and as foreseen in the action plan on integration and inclusion, the Commission decided to publish this updated toolkit on the use of EU funds for the integration of people with a migrant background, which supports the programming and implementation of EU funds measures in the 2021–2027 period.

DEFINITION: ‘PEOPLE WITH A MIGRANT BACKGROUND’ ⁽²¹⁾

The term ‘people with a migrant background’ refers to:

- third-country nationals (TCNs) ⁽²²⁾;
- applicants for and beneficiaries of international protection;
- stateless people;
- people with undetermined nationality;
- EU citizens with a migrant background (who have a third-country migrant background through their foreign-born parents).

It should be noted that mobile EU citizens ⁽²³⁾ are not included in this category. See the annex, Section 6.1, for more details ⁽²⁴⁾.

⁽¹⁷⁾ M. Ruhs, K. Tamas and J. Palme, ‘Introduction: Making linkages between research, public debates, and policies on international migration and integration’, in M. Ruhs, K. Tamas and J. Palme (eds), *Bridging the Gaps: Linking research to public debates and policy making on migration and integration*, Oxford University Press, Oxford, 2019, p. 2.

⁽¹⁸⁾ Commission communication – Action plan on integration and inclusion 2021–2027 (COM(2020) 758 final) (https://ec.europa.eu/home-affairs/sites/homeaffairs/files/pdf/action_plan_on_integration_and_inclusion_2021-2027.pdf). The action plan is part of the comprehensive response to tackling the challenges linked to migration put forward in the New Pact on Migration and Asylum (https://ec.europa.eu/info/strategy/priorities-2019-2024/promoting-our-european-way-life/new-pact-migration-and-asylum_en).

⁽¹⁹⁾ Commission communication – A Union of equality: EU anti-racism action plan 2020–2025 (COM(2020) 565 final) (https://ec.europa.eu/info/sites/info/files/a_union_of_equality_eu_action_plan_against_racism_2020_-2025_en.pdf).

⁽²⁰⁾ Commission communication – Strategy to strengthen the application of the Charter of Fundamental Rights in the EU (COM(2020) 711 final) (<https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0711&from=EN>).

⁽²¹⁾ This terminology refers to the same target groups as defined in the action plan on integration and inclusion: ‘migrants and EU citizens with a migrant background’.

⁽²²⁾ A ‘third-country national’ is defined as any person who is not a citizen of the EU within the meaning of Art. 20(1) of the Treaty on the Functioning of the EU and who is not a person enjoying the EU right to free movement, as defined in Art. 2(5) of Regulation (EU) 2016/399 (the Schengen Borders Code) (for further information, see https://ec.europa.eu/home-affairs/what-we-do/networks/european_migration_network/glossary_search/third-country-national_en).

⁽²³⁾ Without a migrant background.

⁽²⁴⁾ This definition refers to the toolkit published in 2018 and will continue to be used in this updated version.

2. OBJECTIVES, SCOPE AND STRUCTURE

This toolkit aims to assist all relevant stakeholders at European, national, regional and local levels in designing and implementing integration policies targeted at people with a migrant background, through the coordinated use of EU funds in the 2021–2027 programming period ⁽²⁵⁾. As stated in the action plan on integration and inclusion for 2021–2027 ⁽²⁶⁾, supporting Member States' actions towards integration and inclusion through EU funding will remain a priority for the Commission. A wide range of EU funding tools (including both shared and direct management instruments) are available for the integration of people with a migrant background. The toolkit refers to the Asylum, Migration and Integration Fund (AMIF) ⁽²⁷⁾; the European Social Fund Plus (ESF+) ⁽²⁸⁾; the European Regional Development Fund (ERDF) ⁽²⁹⁾; the European Agricultural Fund for Rural Development (EAFRD) ⁽³⁰⁾; and the Technical Support Instrument (TSI) ⁽³¹⁾. This toolkit provides an overview of their scope of support in order to contribute to the implementation of the integration policy framework.

Taking into account the need for reducing social and territorial inequalities in actions supported by EU funds, a particular emphasis should be placed on the most marginalised people with a migrant background, including those who are living in rural areas ⁽³²⁾. Ensuring effective integration and

inclusion in the EU of people with a migrant background is a social and economic investment that makes European societies more cohesive, resilient and prosperous. In this toolkit, integration policy is defined as the legal and policy framework that ensures the equal treatment of people with a migrant background and equal access to mainstream public services through measures that support their economic and social integration in all areas. This should be accompanied by their participation in the political and cultural life of the society, following the principles of the European Pillar of Social Rights ⁽³³⁾. Integration is also key for the participation in local communities of people with a migrant background and for the growth of the EU economy, and the economies of its Member States. Measures supporting the integration of people with a migrant background can also serve the needs of other groups in society. For example, the introduction of innovative multilingual pedagogical tools and methods (i.e. the scenario on ensuring access to inclusive and non-segregated education) should not only target students with a migrant background, but also help other students to achieve better results. In this way, the broader communities may also enjoy the benefits of integration measures.

To better respond to the needs of people with a migrant background, the toolkit also details lessons learned in the past few years in the field of integration of people with a migrant background and in the use of EU funds (Chapter 3). To reinforce coordination, a specific chapter is dedicated to address synergies among EU funds in the 2021–2027 programming period (Chapter 4). The first edition addressed a number of challenges faced by people with a migrant background, and the corresponding measures that can be supported by EU funds in the form of scenarios (on education, housing, employment, reception and access to basic mainstream services). Building on recent developments and needs, this toolkit presents additional scenarios, namely access to social care and healthcare, the implications of the COVID-19 crisis, fighting discrimination and misrepresentation, and the role of local authorities in integration (all scenarios are described in Chapter 5). Each chapter includes a brief scene-setter, a description of the challenges and a non-exhaustive list of measures supported by EU funds, which also represent main priority areas of investment under each fund.

⁽²⁵⁾ This toolkit is an updated version of the *Toolkit on the use of EU funds for the integration of people with a migrant background* published in 2018 (https://ec.europa.eu/regional_policy/en/information/publications/guides/2018/toolkit-on-the-use-of-eu-funds-for-the-integration-of-people-with-a-migrant-background).

⁽²⁶⁾ Commission communication – Action plan on integration and inclusion 2021–2027 (COM(2020) 758) (https://ec.europa.eu/home-affairs/sites/homeaffairs/files/pdf/action_plan_on_integration_and_inclusion_2021-2027.pdf).

⁽²⁷⁾ Regulation (EU) 2021/1147 of the European Parliament and of the Council of 7 July 2021 establishing the Asylum, Migration and Integration Fund, (OJ L 251, 15.07.2021, p. 1–47) (hereinafter ‘AMIF regulation’) (<http://data.europa.eu/eli/reg/2021/1147/oj>).

⁽²⁸⁾ Regulation (EU) 2021/1057 of the European Parliament and of the Council of 24 June 2021 establishing the European Social Fund Plus (ESF+) and repealing Regulation (EU) No 1296/2013 (OJ L 231, 30.6.2021, p. 21–59) (hereinafter ‘ESF+ regulation’) (<http://data.europa.eu/eli/reg/2021/1057/oj>).

⁽²⁹⁾ Regulation (EU) 2021/1058 of the European Parliament and of the Council of 24 June 2021 on the European Regional Development Fund and on the Cohesion Fund (OJ L 231, 30.6.2021, p. 60–93) (hereinafter ‘ERDF regulation’) (<https://eur-lex.europa.eu/eli/reg/2021/1058>).

⁽³⁰⁾ Proposal for a Regulation of the European Parliament and of the Council establishing rules on support for strategic plans to be drawn up by Member States under the common agricultural policy (CAP strategic plans) and financed by the European Agricultural Guarantee Fund (EAGF) and by the European Agricultural Fund for Rural Development (EAFRD) and repealing Regulation (EU) No 1305/2013 of the European Parliament and of the Council and Regulation (EU) No 1307/2013 of the European Parliament and of the Council COM(2018)392 final – 2018/0216 (COD) (hereinafter ‘proposal for Common Agricultural Policy, CAP regulation’) (<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM%3A2018%3A392%3AFIN>). At the time of publishing this toolkit, the CAP strategic plan regulation was not yet published.

⁽³¹⁾ Regulation (EU) 2021/240 of the European Parliament and of the Council of 10 February 2021 establishing a Technical Support Instrument (OJ L 57, 18.2.2021, p. 1–16) (hereinafter ‘TSI regulation’) (<https://eur-lex.europa.eu/eli/reg/2021/240>).

⁽³²⁾ People with a migrant background in rural areas tend to have worse economic integration outcomes than people with a migrant background in urban areas, and than locals in rural areas. F. Natale, S. Kalantaryan, M. Scipioni, A. Alessandrini and A. Pasa, ‘Migration in EU rural areas’, Publications Office of the European Union, Luxembourg, 2019.

⁽³³⁾ https://ec.europa.eu/info/sites/default/files/social-summit-european-pillar-social-rights-booklet_en.pdf

3. FIRST LESSONS LEARNED IN THE 2014–2020 PROGRAMMING PERIOD ⁽²⁹⁾

Since the beginning of the 2014–2020 programming period, several measures have been implemented, and reinforced efforts have been made, to allocate more EU funds to the integration of people with a migrant background. The outcomes of these measures have not been explored fully yet, as comprehensive evaluations about the use of EU funds for the integration of people with a migrant background cannot be conducted until the programming period is finalised ⁽³⁵⁾. However, some preliminary evaluations have been carried out, in particular on the use of the AMIF and the ESF ⁽³⁶⁾, which can serve as preliminary first lessons learned for the programming of 2021–2027. Drawing upon the findings of these reports, the following are preliminary lessons learned.

- Across Member States, AMIF national programme funds are being used to substitute state financing for responsibilities under the common European asylum system, rather than to complement it.
- Without the AMIF, some integration activities are unlikely to be implemented because of the unavailability of other funding sources to support this area of work. When the AMIF was used for integration actions, it was less likely to be oriented towards health and housing.
- Many Member States have implemented AMIF actions to increase public awareness about migration issues; their impact was difficult to quantify.
- It is not yet possible to provide any definitive assessment of the overall sustainability of actions facilitated by AMIF national programmes, many of which are still ongoing and/or are yet to be implemented.
- Several Member States made use of the structural reform support programme to reform their migrant integration policies and better coordinate their implementation.
- In terms of responding to the complex needs of people with a migrant background, reports underline the usefulness of multi-fund programmes, in other words, combining the ESF with other EU funds ⁽³⁷⁾.
- It is difficult to determine how much of the ESF is spent on migrant inclusion, as Member States do not use a universal indicator to collect data on initiatives that touch on this area. ‘Migrants’ are conceptualised differently across national migration contexts and the ESF reporting requirements for programmes that serve migrants employ a single broad category that also includes participants with foreign and minority backgrounds. A ‘mainstreamed’ approach to supporting migrants means that many ESF-funded initiatives either serve everyone or serve vulnerable populations more broadly (e.g. low-income families) in ways that may benefit migrants among other residents ⁽³⁸⁾. Until the end of 2017, at least 2.4 million migrants, people with a foreign background and minorities (including marginalised communities such as the Roma) participated in measures supported under the ESF and the Youth Employment Initiative ⁽³⁹⁾.
- Based on the results of the survey conducted by the European Court of Auditors, most Member States used the AMIF and ESF to finance support for migrant integration but made very little use of other funds. The survey results also showed that all but six Member States use national funds to integrate migrants ⁽⁴⁰⁾.

⁽³⁴⁾ The staff working document accompanying the action plan on integration and inclusion also includes a short evaluation of the previous action plan on the integration of third-country nationals (https://ec.europa.eu/home-affairs/sites/homeaffairs/files/pdf/20201124_swd-2020-758-commission-staff-working-document.pdf).

⁽³⁵⁾ The JRC Territorial and Urban Strategies Dashboard (STRAT-Board) showcases the adoption of ERDF-funded strategies across EU cities and functional urban areas and their implementation to address thematic objective 9 (social inclusion); the information can be filtered using the keyword ‘migrants’ (<https://urban.jrc.ec.europa.eu/strat-board/#/where>).

⁽³⁶⁾ European Commission, ‘Interim evaluation of the Asylum, Migration and Integration Fund: abstract and executive summary’, 2018 (<https://op.europa.eu/en/publication-detail/-/publication/5647c83c-e6f9-11e8-b690-01aa75ed71a1/language-en/format-PDF/source-80179476>); European Commission, *Thematic note on the European Social Fund and Youth Employment Initiative support to migrants*, 2019 (<https://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=8247&type=2&furtherPubs=no>); European Court of Auditors, ‘The integration of migrants from outside the EU’, 2018 (https://www.eca.europa.eu/Lists/ECADocuments/Briefing_paper_Integration_migrants/Briefing_paper_Integration_migrants_EN.pdf); A. Ahad and T. Schmidt, *Mainstreamed or Overlooked? Migrant inclusion and social cohesion in the European Social Fund*, 2019 (https://www.epim.info/wp-content/uploads/2019/03/Ahad-Schmidt_Mainstreamed-or-Overlooked_Mar2019.pdf).

⁽³⁷⁾ A. Ahad and T. Schmidt, *Mainstreamed or Overlooked? Migrant inclusion and social cohesion in the European Social Fund*, 2019 (https://www.epim.info/wp-content/uploads/2019/03/Ahad-Schmidt_Mainstreamed-or-Overlooked_Mar2019.pdf).

⁽³⁸⁾ A. Ahad and T. Schmidt, *Mainstreamed or Overlooked? Migrant inclusion and social cohesion in the European Social Fund*, 2019 (https://www.epim.info/wp-content/uploads/2019/03/Ahad-Schmidt_Mainstreamed-or-Overlooked_Mar2019.pdf).

⁽³⁹⁾ European Commission, *Thematic note on the European Social Fund and Youth Employment Initiative support to migrants*, 2019 (<https://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=8247&type=2&furtherPubs=no>).

⁽⁴⁰⁾ European Court of Auditors, ‘The integration of migrants from outside the EU’, 2018 (https://www.eca.europa.eu/Lists/ECADocuments/Briefing_paper_Integration_migrants/Briefing_paper_Integration_migrants_EN.pdf).

4. REINFORCING SYNERGIES BETWEEN EUROPEAN UNION FUNDS

People with a migrant background may face a wide range of challenges, which must be addressed in an integrated way to achieve the best results. For the EU funds to best respond to these challenges, a number of steps should be followed. Firstly, it is essential that evidence-based national/regional/local strategic policy frameworks are in place for the integration of people with a migrant background. Secondly, if Member States and/or regional authorities decide to use EU funds for the integration of people with a migrant background, the interventions should be in line with these strategic policy frameworks. Thirdly, as the funds can, in some cases, finance the same types of measures, there is a need for reinforced coordination mechanisms and synergies between them.

4.1. Strategic policy framework

As mentioned in the introduction, in 2020, the Commission published several policy documents, including the action plan on integration and inclusion for 2021–2027⁽⁴¹⁾. It provides strategic guidance and a set of actions and recommendations to promote integration in key areas such as education and training, employment and skills, health and housing. As also highlighted in the action plan, supporting the integration and inclusion actions of Member States through EU funding will remain a priority for the Commission.

As regards national policymaking, the existence, and regular updating, of integration policy frameworks varies between Member States. Differences include the guiding principles, measures, and monitoring and evaluation⁽⁴²⁾. In the course of national strategy-making, Member States may also reflect on practices in other countries, including some key lessons learned, project examples and policy recommendations⁽⁴³⁾. To maximise

the synergies between the EU funds, an integration policy framework is recommended at national, regional and local levels encompassing all the different thematic fields in which people with a migrant background may face challenges, also following the action plan on integration and inclusion. This may fall under the responsibility of national, regional or local policy departments. The national/regional/local strategic policy framework should also take into consideration the gaps identified in the European Semester, the country reports and the country-specific recommendations (CSRs). In fact, since 2011, as part of the European Semester process, several challenges have been identified in CSRs with specific reference to people with a migrant background in the areas of labour market integration, equal participation in high-quality education, protection from discrimination and access to housing⁽⁴⁴⁾. Member States can request support from the TSI⁽⁴⁵⁾ to help with the development and implementation of evidence-based integration policy frameworks, including by strengthening multilevel coordination.

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

National, regional and local strategic policy frameworks for integration, and the corresponding funding priorities, should be based on needs assessments and, when possible, should respond to individual needs, rather than target group needs. This is also in line with the intervention logic of the EU funds programmes⁽⁴⁶⁾; in this way, the efficiency of the investments can be reinforced.

⁽⁴¹⁾ Commission communication – Action plan on integration and inclusion 2021–2027 (COM(2020) 758 final) (https://ec.europa.eu/home-affairs/sites/homeaffairs/files/pdf/action_plan_on_integration_and_inclusion_2021-2027.pdf).

⁽⁴²⁾ FRA, *Together in the EU – Promoting the participation of migrants and their descendants*, 2017 (<http://fra.europa.eu/en/publication/2017/migrant-participation>).

⁽⁴³⁾ For example, a synthesis report and two thematic reports from the mutual learning conference on 'Innovative approaches to integration and inclusion of migrants' that took place on 26 November 2020 (<https://ec.europa.eu/social/main.jsp?langId=en&catId=1024&furtherNews=yes&newsId=9814>).

⁽⁴⁴⁾ European Commission, '2019 European Semester: country specific recommendations / Commission recommendations', 2019 (https://ec.europa.eu/info/publications/2019-european-semester-country-specific-recommendations-commission-recommendations_en).

⁽⁴⁵⁾ See further the TSI regulation. The TSI (2021–2017) replaces the structural reform support programme (2017–2020). The TSI will have a budget of EUR 0.86 billion for 2021–2027.

⁽⁴⁶⁾ See further information in the 'Better regulation toolbox' (https://ec.europa.eu/info/law/law-making-process/planning-and-proposing-law/better-regulation-why-and-how/better-regulation-guidelines-and-toolbox/better-regulation-toolbox_en), in particular Tool 46 on 'Designing the evaluation' (https://ec.europa.eu/info/sites/info/files/file_import/better-regulation-toolbox-46_en_0.pdf).

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

ACTIVE PARTICIPATION OF PEOPLE WITH A MIGRANT BACKGROUND

To reinforce the synergy between the needs of people with a migrant background and EU-funded actions, the participation in the design and implementation of the EU funding measures of non-governmental organisations (NGOs) led by or representing people with a migrant background, and of people with a migrant background themselves, should be ensured. This may also guarantee that the needs of people with a migrant background (including children) are properly taken into account.

4.2. Coordinated use of funds ⁽⁴⁷⁾

To ensure effective coordination, Member States should consider cooperation as a horizontal objective and the multilevel governance approach, whereby the stakeholders at different levels (local, regional and national authorities, including those dealing with cross-border, transnational and macro-regional matters) cooperate closely, which is also in line with the partnership principle ⁽⁴⁸⁾. For the Partnership Agreement and each programme, each Member State shall organise and implement a comprehensive partnership in accordance with its institutional and legal framework, and taking into account the specificities of the funds.

⁽⁴⁷⁾ This chapter covers several technical terms and methodologies that are used by the funding authorities responsible for the management of EU funds at national or regional levels.

⁽⁴⁸⁾ Art. 8 of Regulation (EU) 2021/1060 of the European Parliament and of the Council of 24 June 2021 laying down common provisions on the European Regional Development Fund, the European Social Fund Plus, the Cohesion Fund, the Just Transition Fund and the European Maritime, Fisheries and Aquaculture Fund and financial rules for those and for the Asylum, Migration and Integration Fund, the Internal Security Fund and the Instrument for Financial Support for Border Management and Visa Policy (OJ L 231, 30.6.2021, p. 159–706) (hereinafter ‘Common provisions regulation (CPR)’) (<http://data.europa.eu/eli/reg/2021/1060/oj>).

THE UNIQUE POSITION OF MANAGING AUTHORITIES

Managing authorities are key stakeholders in reinforcing synergies between EU funds. By cooperating with each other, they have the capacity to share their experiences of the implementation of different funds with one another. They may also bring different policy domains together (e.g. employment, education, housing), thereby implementing a holistic and integrated approach. This contributes to making the use of funds more effective and efficient, while preventing the risk of double financing of projects.

Coordination between EU funds (including the EAFRD) should start as early as possible in the programming cycle ⁽⁴⁹⁾, and the synergies of EU funds might be fostered on different levels: programming, implementation (e.g. through calls for proposals) and projects.

4.2.1. Programming

- In general, during the programming phase it is important that each of the needs identified is linked to funding, either national or EU. The complex and interlinked needs of people with a migrant background may include infrastructure and human capital investments in the fields of education, employment, housing, healthcare and social care, potentially coupled with community empowerment and awareness-raising, as well as anti-discrimination measures.
- The Partnership Agreement requires Member States to describe how complementarities and synergies between the funds will be ensured for each selected policy objective ⁽⁵⁰⁾. This includes funds covered by the Partnership Agreement, the AMIF, the Internal Security Fund, the Border Management and Visa Instrument and the other EU instruments (including the EAFRD), and thus further enhancing coordination.
- Comprehensive measures may require complementary interventions under several funds. ESF+-supported actions can be programmed only under Policy Objective 4, whereas ERDF-supported actions may contribute to any policy objective. The ERDF and ESF+ can jointly support operations through the multi-fund programmes. This could help

⁽⁴⁹⁾ A. Kullman, *Using EU Funds for supporting cities' efforts for inclusion of migrants and refugees – Expert guide for urban and funding authorities*, Metropolitan Research Institute, 2017.

⁽⁵⁰⁾ Art. 11(b)(ii)–(iii) of the CPR.

to ensure the close link between actions supported by these funds and could also reduce the administrative burden by appointing one responsible managing authority. It should also be coordinated with AMIF programmes. In addition, under the European territorial cooperation goal (Interreg) ⁽⁵¹⁾, comprehensive actions can also be supported under the Interregspecific objective ‘a safer and more secure Europe’ (ISO2).

- The partnership principle ⁽⁵²⁾ requires the involvement of regional and local authorities, economic and social partners and other relevant bodies representing civil society, such as NGOs, and bodies responsible for promoting social inclusion, fundamental rights ⁽⁵³⁾, the rights of persons with disabilities, gender equality and non-discrimination, throughout the whole programming and implementation cycles ⁽⁵⁴⁾. This should follow the European code of conduct on partnership ⁽⁵⁵⁾.
- By setting up an effective coordination mechanism between funding authorities (ERDF, ESF+, AMIF), Member States would ensure the necessary coordination of the programmes under the different funds, as well as their alignment with the valid strategic policy frameworks. Such a mechanism may entail a coordination body and a framework to establish the timeline and logical sequence of operations.
- Synergies between the ESF+ and the ERDF (as well as the EAFRD) could also be enhanced through the use of territorial instruments. These include community-led local development (CLLD), integrated territorial investments (ITIs) and other similar territorial tools designed by the Member States. Synergies between EU funds can also be reinforced in the scope of integrated and sustainable urban develop-

ment ⁽⁵⁶⁾. All of these instruments can be programmed and implemented under all policy objectives ⁽⁵⁷⁾.

- In the case of the ESF+ and the ERDF, there is a possibility for cross-financing of 15 %, which can be considered under each priority. This would allow the support of operations that would be eligible under the other fund. In other words, 15 % of an ERDF priority can include ESF+-type of measures.

4.2.2. Implementation

- Coordination at the implementation level can be achieved through calls for proposals of the following types.
 - ✓ **Joint calls.** For example, calls under the AMIF, ESF+ and ERDF may be launched under the same objective (e.g. integration of people with a migrant background).
 - ✓ **Logical sequence of calls.** For example, calls under the AMIF, ESF+ and ERDF are coordinated both time-wise and thematically to be released in a sequence. This may also require the introduction of, for instance, specific conditions that instruct applicants to apply to all corresponding calls.
 - ✓ **Common selection criteria.** For example, calls under the AMIF, ESF+ and ERDF should be coordinated to harmonise the selection criteria, when applicable. This requires training the independent expert panel participating in the selection committee.
- In the scope of the monitoring committees, Member States shall ensure that there is ‘a balanced representation of the relevant Member State authorities and of the partners’ mentioned above in the context of the partnership principle ⁽⁵⁸⁾. These are crucial for the preparation

⁽⁵¹⁾ Regulation (EU) 2021/1059 of the European Parliament and of the Council of 24 June 2021 on specific provisions for the European territorial cooperation goal (Interreg) supported by the European Regional Development Fund and external financing instruments (OJ L 231, 30.6.2021, p. 94–158) (hereinafter ‘Interreg regulation’) (<http://data.europa.eu/eli/reg/2021/1059/oj>).

⁽⁵²⁾ Art. 8 of the CPR, Art. 9(1) of the ESF+ regulation (COM(2018) 382 final, amended by COM(2020) 447 final) and Commission Delegated Regulation (EU) No 240/2014 of 7 January 2014 on the European code of conduct on partnership in the framework of the European Structural and Investment Funds. At the time of publishing the toolkit, the final regulatory framework for the 2021–2027 programming period had not been published.

⁽⁵³⁾ This could also include equality bodies, national human rights institutions and ombudsman institutions.

⁽⁵⁴⁾ Member States shall, where relevant, allocate an appropriate percentage of the resources from the funds to the administrative capacity building of social partners and civil society organisations.

⁽⁵⁵⁾ Commission Delegated Regulation (EU) No 240/2014, to be continued in 2021–2027, as per Art. 8(4) of the CPR.

⁽⁵⁶⁾ Arts 9 and 11 of the ERDF regulation (COM(2018) 372 final, as amended by COM(2020) 452 final). The ERDF regulation requires an 8 % earmarking of ERDF resources at national level for sustainable urban development, delivered through territorial and local development strategies using one of the territorial instruments. At the time of publishing the toolkit, the final regulatory framework for the 2021–2027 programming period had not been published.

⁽⁵⁷⁾ As mentioned above, ESF+-supported actions can be programmed only under Policy Objective 4, whereas ERDF-supported actions may contribute to any policy objective.

⁽⁵⁸⁾ And, as referred to in Art. 8 of the CPR, ‘Urban and other public authorities; economic and social partners; relevant bodies representing civil society, environmental partners, and bodies responsible for promoting social inclusion, fundamental rights, rights of persons with disabilities, gender equality and non-discrimination’. The composition of the monitoring committee is further detailed in Art. 39 and the functions of the monitoring committee in Art. 40 of the CPR.

of the Partnership Agreement and the programming and implementation of ERDF, ESF+ and AMIF programmes, including examining the fulfilment and application of enabling conditions throughout the programming period ⁽⁵⁹⁾. Coordination could also be enhanced by inviting, on a case-by-case basis, representatives of other monitoring committees of EU funds, including funds outside the common provisions regulation (e.g. the EAFRD).

Projects

- It is desirable to coordinate projects at the level of beneficiaries in order to achieve the highest possible level of synergies. The managing authorities could support this effort by awarding additional selection points for 'coordinated' projects. Within this scope, beneficiaries may implement integration measures by applying to different calls possibly focusing on relevant areas (e.g. labour market integration of people with a migrant background, support for access to inclusive education).

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

ENHANCED COORDINATION AT NATIONAL LEVEL – THE FINNISH EXAMPLE

In 2016, the Commission's Directorate-General for Migration and Home Affairs organised a meeting with all key stakeholders to establish synergies between the different EU funds that contribute to integration in Finland. As a result of the meeting, a coordination group was established at national level, which allows relevant stakeholders (e.g. managing authorities, other authorities and external stakeholders) to meet regularly, align their actions and find concrete synergies between different funds. Moreover, this topic is regularly on the monitoring committee agenda. In this way, synergies between the EU funds are reinforced and the programme stakeholders can exchange information on a regular basis.

4.2.3. Thematic areas of support

Any coordination mechanism, arrangements and corresponding actions should respect the scope of support of each fund. This section describes the areas of support of each fund.

The AMIF support includes tailor-made measures implemented during the reception phase of the integration of TCNs and horizontal measures, such as:

- arrival and reception, including basic language training, civic orientation courses, administrative and legal guidance or one-stop shops for integration providing general advice and assistance in areas such as housing, means of sustenance, psychological care, healthcare, etc.;
- capacity-building measures in Member States (e.g. developing integration strategies, exchange and cooperation);
- actions that promote contact and constructive dialogue between TCNs and the receiving society, cultural activities, awareness-raising campaigns, etc. ⁽⁶⁰⁾;
- building/refurbishing of reception centres.

The ESF+ supports education, employment and inclusion measures, especially for the most vulnerable, including TCNs, migrants and people with a migrant background more broadly. Actions targeting TCNs can be programmed either under the dedicated specific objective (i) (promoting socioeconomic integration of TCNs, including migrants) or under other specific objectives, whereby migrants can access support measures together with other groups – this is referred to as 'mainstream support'. The ESF+ specific objectives (a), (c), (e), (h) and (i) ⁽⁶¹⁾ require participants, including TCNs, to have access to the labour market and/or the vocational education and training system, in accordance with national requirements. Social inclusion measures can be programmed under specific objectives (k) (access to services), (l) (social integration of people at risk of poverty

⁽⁵⁹⁾ An overview of relevant enabling conditions can be found in the annex, Section 6.3.

⁽⁶⁰⁾ A comprehensive list of actions is available in the AMIF regulation, Annex III, 'Scope of support'.
⁽⁶¹⁾ (a) Access to employment, (c) labour market participation, equal working conditions, work-life balance, (d) adaptation of workers, enterprises and entrepreneurs to change, (e) training, (h) active inclusion and (i) socioeconomic integration of TCNs. Art. 4 of the ESF+ regulation, 'Specific objectives'.

or social exclusion) and (m) (addressing material deprivation) for TCNs and do not require participants to have access to the labour market.

Moreover, the principle of thematic concentration requires Member States to allocate minimum percentages of their ESF+ resources to several priorities, which are expected to benefit people with a migrant background. These are:

- 25 % for social inclusion;
- 3 % to support the most deprived (in addition to the above 25 %) and address the forms of extreme poverty with the greatest social exclusion impact, such as homelessness, child poverty and food deprivation;
- 12.5 % to youth employment in Member States with a 'neither in employment, nor in education or training' (NEET) rate ⁽⁶²⁾ above that of the EU average and an 'appropriate amount' for all other Member States;
- 5 % to address child poverty in Member States with an 'at risk of poverty or social exclusion' (AROPE) ⁽⁶³⁾ benchmark above that of the EU average and an 'appropriate amount' for all other Member States;
- 0.25 % to support the capacity building of social partners and civil society organisations in those Member States that have received a country-specific recommendation in the field, and an 'appropriate amount' for all other Member States.

ESF+ actions for TCNs, migrants and/or people with a migrant background could include (the following list is not exhaustive):

- labour market activation measures, work-based language training, pre-apprenticeship training courses, apprenticeships, work placements, vocational training, reskilling, microcredit, business development support, access to public employment services;

- measures to improve access to employment for a diverse workforce, such as inclusive support schemes for integrated pathways to the labour market (e.g. individualised support, counselling, guidance, mentoring, vocational education and training);
- ensuring equal access to high-quality, non-segregated early childhood education, preventing early school-leaving and ensuring successful transitions from school to employment;
- the setting up and running of integrated services and multi-stakeholder partnerships (with local authorities, social partners, companies, volunteer organisations, citizens, NGOs, user-led organisations representing TCNs and migrants themselves) and networks (including peer support, social and professional networks);
- socially innovative actions involving TCNs and migrants, such as entrepreneurship, social economy, user-led initiatives;
- capacity building for social economy actors and civil society organisations and social partners working on the socioeconomic integration of TCNs;
- capacity building for local authorities and services (public employment services, vocational education and training, social services) to facilitate access to services;
- measures to overcome segregation, prejudice and discrimination against TCNs, in particular in the labour market.

The ERDF supports infrastructure developments, equipment and access to services ⁽⁶⁴⁾. As regards promoting the socioeconomic integration of people with a migrant background, ERDF-supported measures may include the following.

- Investments in education, employment, housing, social care, healthcare and childcare infrastructure to foster access to high-quality, sustainable, inclusive/non-segregated, mainstream community-based public services.

⁽⁶²⁾ https://ec.europa.eu/eurostat/statistics-explained/index.php/Statistics_on_young_people_neither_in_employment_nor_in_education_or_training

⁽⁶³⁾ [https://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:At_risk_of_poverty_or_social_exclusion_\(AROPE\)](https://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:At_risk_of_poverty_or_social_exclusion_(AROPE))

⁽⁶⁴⁾ Art. 5 of the ERDF regulation, 'Scope of support from the ERDF'.

- In the reception phase, improving access to mainstream services in the community (e.g. childcare facilities, vocational training centres), such as actions to extend capacities and building new ones.
- Regeneration of deprived urban and rural areas with actions to address the complex and interlinked needs of people. This may include actions in the fields of education, employment, (social) housing, social care, healthcare and childcare, linked with community empowerment and awareness-raising, as well as anti-discrimination measures.
- Tackling spatial and educational segregation (e.g. improving access to inclusive, non-segregated facilities) should follow an integrated approach through investments in education infrastructure (extension of capacities of mainstream schools, school buses etc.); housing infrastructure (building social housing in non-segregated areas, purchase of housing facilities in private market, rental fees ⁽⁶⁵⁾, etc.); employment; and social care, healthcare and childcare infrastructure.
- Transition from institutional to family- and community-based services, including for unaccompanied children and other children deprived of parental care.
- Support for business start-ups, which can directly benefit marginalised communities, including people with a migrant background.

The scope of the ERDF is extended under Interreg ⁽⁶⁶⁾ and investments are possible in most ESF+ objectives, such as labour markets, education, healthcare and social inclusion, including in the following areas:

- enhance joint actions to support the integration of newcomers, such as language learning and access to education, training, the labour market and housing;
- reinforce joint labour mobility platforms by matching competences, skills and experiences of people with a migrant background with the territorial needs and opportunities;

⁽⁶⁵⁾ This may be considered 'investments in access to services', pursuant to Art. 5(1)(c), and hence eligible. In this case, it is advisable that the rent for accommodation is part of integrated actions, combined with measures on access to mainstream and quality services in education, employment, healthcare and social care, and aiming for integration of marginalised communities, low-income households, disadvantaged groups and people with a migrant background.

⁽⁶⁶⁾ See further Interreg regulation.

- help in developing transnational/macro-regional solutions to migration-related and integration-related challenges.

The EAFRD covers a wide range of thematic aspects under the common agricultural policy (CAP) specific objective 8 ⁽⁶⁷⁾: employment; growth; social inclusion; and local development in rural areas, including bio-economy and sustainable forestry. Under social inclusion, the EAFRD mainly focuses on poverty, fairness and vulnerable groups, where 'vulnerable groups' includes the situation and issues of, for example, seasonal workers, semi-subsistence farmers, people with a migrant background, Roma, elderly people, young people, children or disabled persons in rural areas. The main types of relevant support in rural areas could take the form of investments in basic services, infrastructure developments, cooperation (including CLLD), knowledge exchange and information.

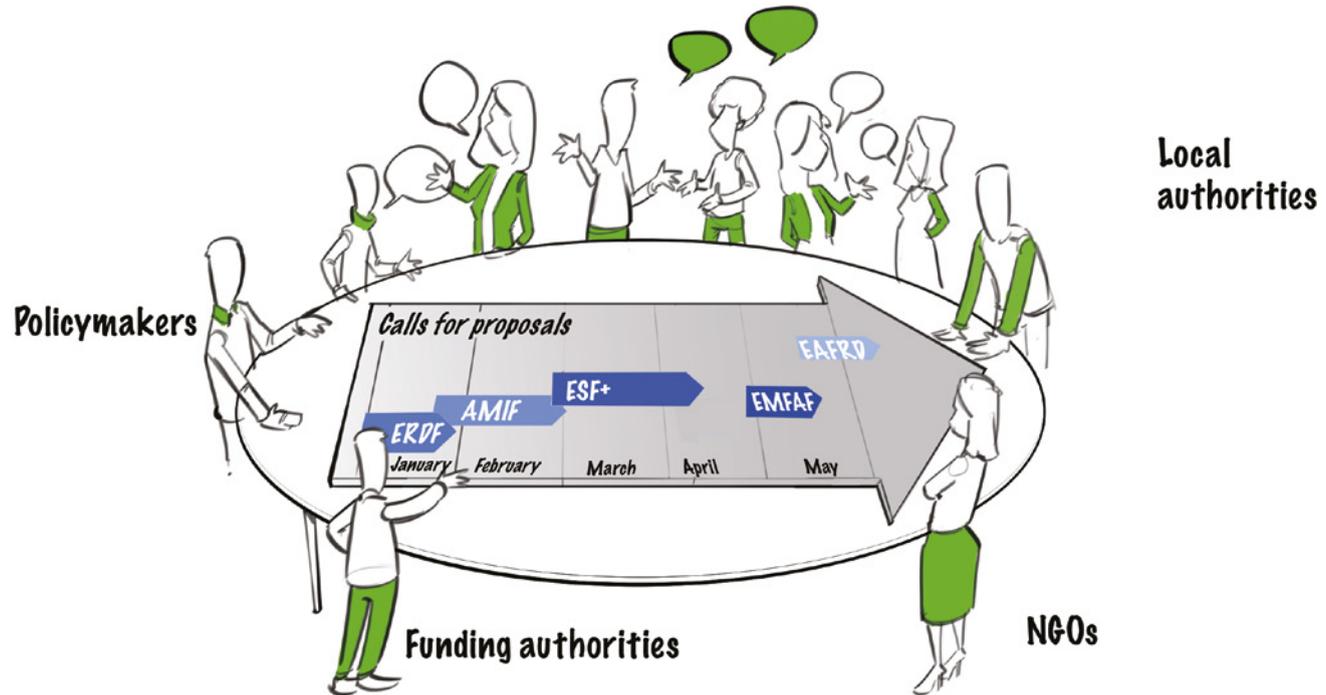
The TSI provides on-demand support to Member States with the design, development and evaluation of policies related to the integration and inclusion of people with a migrant background. It can help central or decentralised authorities deliver better services, including by improving multi-level coordination. The TSI provides evidence-based support, bringing in ideas that have been tested elsewhere. Actions that could be supported include (the following list is not exclusive):

- supporting the design and implementation of integration action plans and policy reforms at central and decentralised levels;
- assessing the quality and effectiveness of integration services delivered by public authorities, with a view to formulating reform recommendations;
- setting up a strategy to enhance the employability of people with a migrant background.

⁽⁶⁷⁾ Art. 5 of the proposal for CAP regulation.

The Connecting Europe Facility has developed eTranslation⁽⁶⁸⁾, a machine translation service that is already used by public administrations in the Member States and will be further supported under the Digital Europe

Programme (DIGITAL). This service could be used for measures aimed at integrating people with a migrant background.



⁽⁶⁸⁾ Connecting Europe Facility automated translation (https://ec.europa.eu/info/resources-partners/machine-translation-public-administrations-ettranslation_en).

5. IMPLEMENTING INTEGRATION POLICIES THROUGH EUROPEAN UNION FUNDS

5.1. Integration pathways

People with a migrant background may face challenges in a number of policy areas ⁽⁶⁹⁾, which require coordination and synergies between EU-funded actions. To assist national, regional and local authorities, the scenarios below describe the challenges at stake and the measures supported by EU funds in the fields of education, housing, employment, social care, healthcare, discrimination, reception and access to basic mainstream services. The last scenario explores how local authorities can support integration. EU funds measures should always be linked closely to national, regional or local integration policy measures. As mentioned above, each chapter includes a brief scene-setter, a description of challenges and a non-exhaustive list of measures supported by EU funds, which also represent main priority areas for investment under each fund ⁽⁷⁰⁾. The actions described under each scenario present a list of possible investments; however, measures should always be aligned with the identified needs.

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

- **Non-discrimination** ⁽⁷¹⁾. Discrimination can affect individuals across the whole integration process; therefore, it should be addressed comprehensively. Anti-discrimination measures are primarily legal tools, ensured by – among others – the Charter of Fundamental Rights of

the European Union, the racial equality directive ⁽⁷²⁾, the employment equality directive ⁽⁷³⁾, the single permit directive ⁽⁷⁴⁾ and the directive laying down minimum standards for the reception of asylum seekers ⁽⁷⁵⁾.

- **Gender equality.** Women with a migrant background may face some specific challenges in education and employment, as well as in other areas ⁽⁷⁶⁾. Measures should ensure that gender equality and integration of the gender perspective are taken into account and promoted throughout the preparation and implementation of programmes.
- **Responding to the needs of individuals and targeted support.** People with a migrant background are not a homogeneous group. Measures, actions and projects should be based on individual needs assessments, including the needs of children, of those transitioning from childhood to adulthood ⁽⁷⁷⁾ and of women, which will lead to individualised solutions.
- **Participation and empowerment.** The active participation of people (including children) with a migrant background in the design, preparation, implementation, monitoring and evaluation of the measures will ensure equal involvement. It will also contribute to more effective and

⁽⁶⁹⁾ See, for example, FRA, *Second European Union Minorities and Discrimination Survey – Main results*, 2017 (<https://fra.europa.eu/en/publication/2017/second-european-union-minorities-and-discrimination-survey-main-results>); FRA, *Second European Union Minorities and Discrimination Survey Muslims – Selected findings*, 2017 (<https://fra.europa.eu/en/publication/2017/second-european-union-minorities-and-discrimination-survey-muslims-selected>); FRA, *Being Black in the EU*, 2018 (<https://fra.europa.eu/en/publication/2018/being-black-eu>); and FRA, *Integration of Young Refugees in the EU: Good practices and challenges*, 2019 (<https://fra.europa.eu/en/publication/2019/integration-young-refugees-eu-good-practices-and-challenges>).

⁽⁷⁰⁾ In some cases, where EU funds measures are merged, the eligibility of actions vis-à-vis each fund should be checked.

⁽⁷¹⁾ Also in line with Art. 9 of the CPR and Art. 6 of the ESF+ regulation.

⁽⁷²⁾ Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin, OJ L 180, 19.7.2000, p. 22 (<https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32000L0043&from=EN>).

⁽⁷³⁾ Council Directive 2000/78/EC of 27 November 2000 establishing a general framework for equal treatment in employment and occupation, OJ L 303, 2.12.2000, p. 16–22 (<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32000L0078>).

⁽⁷⁴⁾ Art. 12 on the right to equal treatment, Directive 2011/98/EU of the European Parliament and of the Council of 13 December 2011 on a single application procedure for a single permit for third-country nationals to reside and work in the territory of a Member State and on a common set of rights for third-country workers legally residing in a Member State, OJ L 343, 23.12.2011, p. 1 (<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32011L0033>).

⁽⁷⁵⁾ Directive 2013/33/EU of the European Parliament and of the Council of 26 June 2013 laying down standards for the reception of applicants for international protection, OJ L 180, 29.6.2013, p. 96 (hereinafter ‘reception conditions directive’) (<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32013L0033>).

⁽⁷⁶⁾ See, for instance, FRA, *Second European Union Minorities and Discrimination Survey – Migrant women: Selected findings*, 2019 (<https://fra.europa.eu/en/publication/2019/second-european-union-minorities-and-discrimination-survey-migrant-women-selected>).

⁽⁷⁷⁾ For instance, asylum seekers or refugees of +/-18 years of age. For more information, see FRA, *Integration of Young Refugees in the EU: Good practices and challenges*, 2019 (<https://fra.europa.eu/en/publication/2019/integration-young-refugees-eu-good-practices-and-challenges>).

sustainable outcomes of interventions and a better understanding of and response to the needs of people with a migrant background. In addition, inclusive digital public services should be co-created with citizens, and particular attention should be paid to the involvement of different groups, including people with a migrant background ⁽⁷⁸⁾.

- **Integrated approach.** Funding authorities should design measures that respond to the complex needs of the target groups. The programmes should address the gaps and connect different areas of integration policy, such as education, health, employment, reception and housing. This may have a territorial dimension, for instance deprived urban or rural neighbourhoods.
- **Long-term support at all stages of the integration process.** The successful integration of migrants depends both on early action and long-term investment. Providing support to migrants and their receiving communities at the earliest possible moment in the migration process is essential. At the same time, integration measures should be planned and implemented over a long-term period.
- **Contingency measures.** The technical and human capacity of services should be prepared for the potential increase in asylum applications and the corresponding need to support the integration of beneficiaries of international protection. It may strongly impact small and medium-sized localities, taking into account the dispersal mechanisms in place and the limited capacities.
- **Cooperation.** Close cooperation and coordination with all relevant stakeholders (local authorities, NGOs, social partners, employers, etc.), at national level and in particular at local level, are necessary for successful and sustainable integration. This should also include efficient communication among all stakeholders, including people with a migrant background themselves.

⁽⁷⁸⁾ Following the commitment of Member States in the Tallinn Declaration on eGovernment (<https://ec.europa.eu/digital-single-market/en/news/ministerial-declaration-egovernment-tallinn-declaration>) and the Berlin Declaration on Digital Society and Value-based Digital Government (<https://ec.europa.eu/digital-single-market/en/news/berlin-declaration-digital-society-and-value-based-digital-government>).

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

Scene-setter

Children with a migrant background often face more disadvantages than their peers with regard to the type of school they attend, duration of school attendance, indicators of achievement, dropout rates, and type and level of school diploma attained. It is particularly striking that, as early as the end of primary school education, children with a migrant background achieve substantially lower scores than other children. Furthermore, children with a migrant background are overrepresented in schools for special education ⁽⁷⁹⁾. Education and training are among the most powerful tools for integration, and access to them should be ensured and promoted as early as possible ⁽⁸⁰⁾. According to 2019 Eurostat data, the dropout rate among young migrants (aged 18–24 years) is more than double, compared to natives. The share of adults (aged 25–64 years) with a low level of education is of 38.5 % among migrants, whereas for natives it is 19.6 % ⁽⁸¹⁾.

Challenges

- **Spatial isolation.** Educational segregation is mainly the outcome of residential segregation in a number of countries ⁽⁸²⁾ due to factors such as social housing policies, which have resulted in a high concentration of people with a migrant background in certain neighbourhoods and discrimination on the housing market. The organisation of the local school system is linked to the spatial distribution of children with a migrant background.

⁽⁷⁹⁾ Network of Experts in Social Sciences of Education and Training (NESSE), *Education and Migration – Strategies for integrating migrant children in European schools and societies: A synthesis of research findings for policy-makers*, 2008 (<http://www.nesse.fr/nesse/activities/reports/activities/reports/education-and-migration-pdf>).

⁽⁸⁰⁾ See, for instance, FRA, *Integration of Young Refugees in the EU: Good practices and challenges*, 2019 (<https://fra.europa.eu/en/publication/2019/integration-young-refugees-eu-good-practices-and-challenges>), pp. 85–98; FRA, *Second European Union Minorities and Discrimination Survey – Main results*, 2017 (<https://fra.europa.eu/en/publication/2017/second-european-union-minorities-and-discrimination-survey-main-results>), pp. 89–91; and FRA, *Being Black in the EU*, 2018 (<https://fra.europa.eu/en/publication/2018/being-black-eu>), pp. 46–48.

⁽⁸¹⁾ Eurostat 2019 data. Education and employment indicators based on EU-LFS. Poverty and housing indicators based on EU Statistics on Income and Living Conditions (EU-SILC). Migrants defined as those born outside the EU-28 (as the reference year is 2019, UK nationals were not counted as 'non-EU migrants'; given their small share in the overall migrant population in the EU, this does not make a difference in terms of overall gaps in integration outcomes). See also the EU action plan on integration and inclusion for 2021–2017, p. 4.

⁽⁸²⁾ OECD, *Equal Opportunities? The labour market integration of the children of immigrants*, 2010 (http://www.oecd-ilibrary.org/social-issues-migration-health/equal-opportunities_9789264086395/en).

- **School segregation.** There is evidence of school segregation in at least half of the Member States ⁽⁸³⁾. The quality of education in segregated schools is lower than the national/local average, thereby hindering the academic performance of children and their subsequent employment opportunities ⁽⁸⁴⁾.
- **Selection of students.** The selection of students made by schools can contribute significantly to school segregation. This includes certain specific admission rules and school or student profiling, which mean that children coming from disadvantaged environments may not meet the set criteria. In countries where the choice of school (parental choice) is free, the segregation is stronger ⁽⁸⁵⁾. Direct or indirect discrimination in the selection of students also results in a high concentration of children with a migrant background in some schools.
- **Language skills.** Newly arrived children may face specific challenges linked to not mastering the language of the host Member State. To acquire the necessary level of language, school administrations may organise some specific, ad hoc (and generally segregated) classes and/or schools (i.e. temporary 'catch-up' classes), which may lead to the isolation and segregation of children with a migrant background.
- **School performance.** Students enrolled in segregated facilities achieve lower educational performance compared to the national/local average. Closely linked to a high dropout rate, there may also be a lower share of students continuing studies in higher education.
- **Capacity of the school.** In some schools, the physical capacity is too limited to accommodate newly arrived students. Extending the capacity in separate classes or schools for children with a migrant background leads to further segregation. School administrations may also face some particular challenges because of a high turnover or shortage of teachers in segregated schools.
- **Special educational facilities for students with learning difficulties.** Those with special educational needs, such as dyslexia, dyscalculia and behavioural problems, may be relegated to segregated classes or schools. This reflects the lack of capacities of the teachers in mainstream schools to cope with pupils' learning difficulties or disabilities.
- **Organisation, resources and needs of various stakeholders.** Accommodating the needs of teachers, students and parents is essential for integration policy and for the organisation of inclusive education.
- **Attendance in early childhood education and care.** Disadvantaged students (those with a low socioeconomic status, a lower level of education and immigrant families) are less likely to have attended early childhood education and care (ECEC) for longer than 1 year. ECEC participation has a stronger positive effect on disadvantaged children's reading scores than on the results of their better-off peers ⁽⁸⁶⁾.

EU funds' objective

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

Measures

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

- **Support of reforms in educational policy.** The preparation and implementation of an educational policy aimed at inclusion and desegregation should be supported at national, regional and local levels. Measures identified in the desegregation policy should be linked to AMIF, ESF+ and/or ERDF programmes, ensuring synergy between EU funding.
 - ✓ **AMIF, ERDF, TSI:** capacity building (experts, training, etc.).

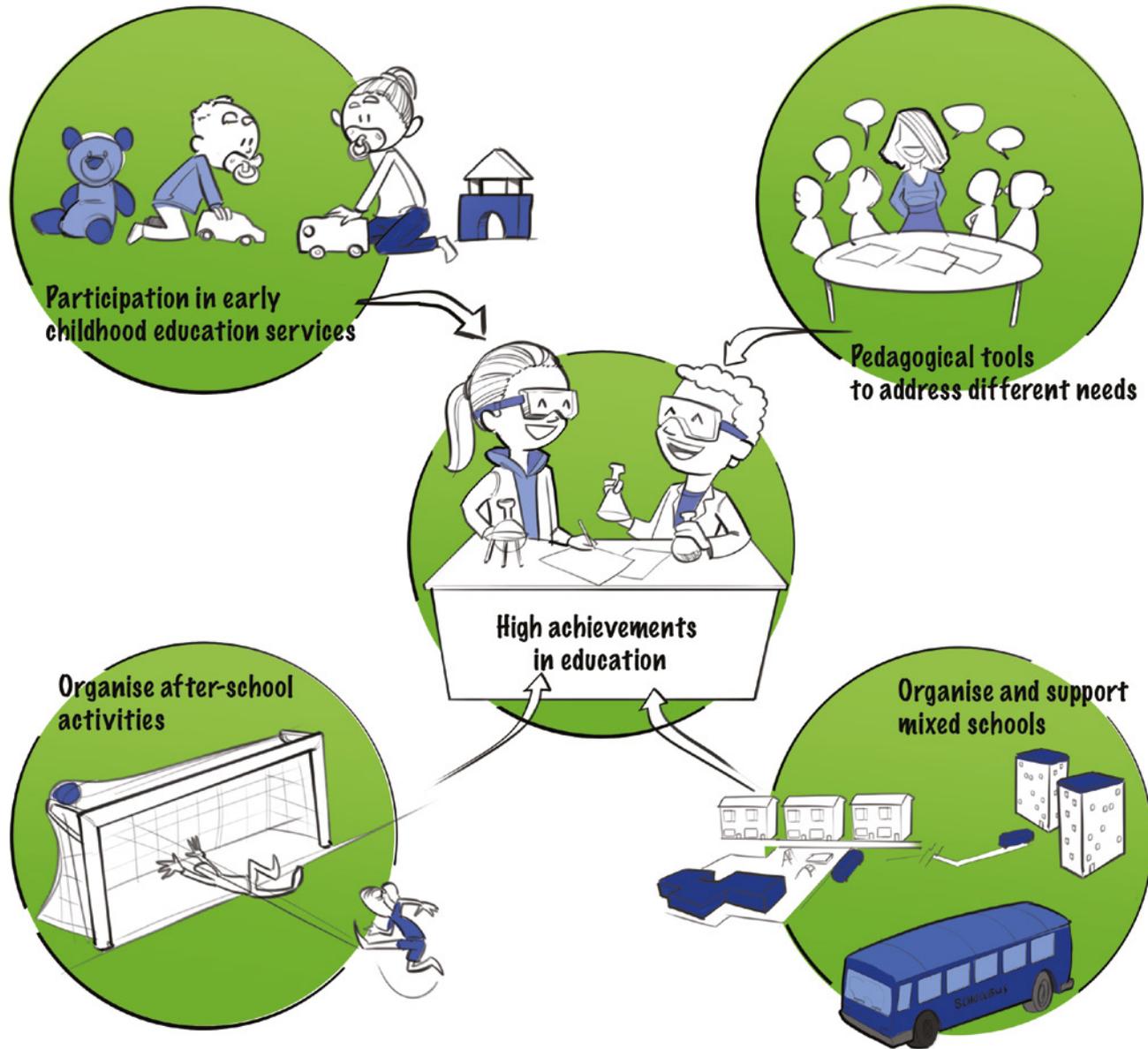
- ✓ **ESF+:** capacity building, training.

⁽⁸³⁾ FRA, *Together in the EU – Promoting the participation of migrants and their descendants*, 2017 (<http://fra.europa.eu/en/publication/2017/migrant-participation>).

⁽⁸⁴⁾ P. Stanat (2006), 'Schulleistungen von Jugendlichen mit Migrationshintergrund: Die Rolle der Zusammensetzung der Schülerschaft', in J. Baumert, P. Stanat and R. Watermann (eds), *Herkunftsbedingte Disparitäten im Bildungswesen: Differenzielle Bildungsprozesse und Probleme der Verteilungsgerechtigkeit*, VS Verlag für Sozialwissenschaften, 2006, pp. 189–219.

⁽⁸⁵⁾ NESSE, *Education and Migration – Strategies for integrating migrant children in European schools and societies: A synthesis of research findings for policy-makers*, 2008 (<http://www.nesse.fr/nesse/activities/reports/activities/reports/education-and-migration-pdf>).

⁽⁸⁶⁾ European Commission / European Education and Culture Executive Agency / Eurydice / Eurostat, *Key data on early childhood education and care in Europe*, 2014 edition, Publications Office of the European Union, Luxembourg (<https://ec.europa.eu/eurostat/documents/3217494/5785249/EC-01-14-484-EN.PDF/cbdf1804-a139-43a9-b8f1-ca5223eea2a1>).



- **Enrolment mechanisms.** National and/or local enrolment mechanisms should be adapted in order to better organise mixed schools. Depending on the context, there are various ways this could be done, for instance through lottery mechanisms or reshaping school catchment areas or districts.
 - ✓ **AMIF:** capacity building (training for all relevant stakeholders, studies) to develop and/or test new enrolment mechanisms.
 - ✓ **ESF+:** vocational training.
- **Measures to improve access to non-segregated, mainstream, accessible and inclusive education.** Following the elements of educational reform, inclusive and non-segregation measures should be supported by EU funds, including:
 - ✓ **ERDF:** accessible infrastructure investments and equipment (including digital); upgrading education infrastructure, including extending capacities in non-segregated environments; new education infrastructure, if necessary; investment in transport means (e.g. busing); investment in road infrastructure to improve access to facilities.
 - ✓ **AMIF, ESF+:** needs assessment of students, parents, school administration.
 - ✓ **AMIF, ESF+:** the introduction of innovative pedagogical tools and methods including active and collaborative approaches, which allow adaptation to individual needs and increase pupils' motivation.
 - ✓ **AMIF, ESF+:** individual support for students (e.g. mentors), including supporting students transitioning between different educational levels.
 - ✓ **AMIF, ESF+:** after-school and extracurricular activities.
 - ✓ **AMIF, ESF+:** language training for newly arrived children with a migrant background.
 - ✓ **AMIF, ESF+:** training (initial and continuous professional development) for educational professionals (including leaders), with ESF+ focusing especially on understanding educational disadvantage and the risk factors for early school-leaving.
- ✓ **ESF+:** better linkage between parents and professionals (active parental involvement in early childhood facilities and schools).
- ✓ **AMIF, ESF+, ERDF, TSI:** design of pilot actions, capacity building.
- ✓ **AMIF, ESF+, ERDF:** capacity building, training for representatives of the community.
- ✓ **ESF+:** material assistance for students in need.
- ✓ **ERDF, TSI:** pilot actions: introduction of pilot actions to test access to inclusive education, such as school buses, the adaptation of enrolment rules and mechanisms, training for mentors/assistants responsible for access.
- ✓ **ESF+:** Increase the accessibility of higher education to people with a migrant background, including by developing mechanisms for recognising learning and experience gained outside the national/formal education and training system, and through guidance and support services for students (both psychosocial and financial).
- ✓ **TSI:** support public authorities in charge of reforms.
- **Community building.** Community building and empowerment actions to better establish the environment for inclusive education.
 - ✓ **AMIF, ESF+, ERDF:** capacity building of stakeholders involved in community building (e.g. social workers, community mediators).
 - ✓ **AMIF:** relations with the press (events, field visits for media representatives, etc.).
- **Participation in early childhood education and care services.**
 - ✓ **ERDF:** if access is limited because of the capacity of the facilities, EU funds should focus on extending or building new early childhood education and care (ECEC) capacities in non-segregated environments.
 - ✓ **ESF+:** investment in ECEC to improve quality, accessibility and inclusiveness, including expanding capacities of ECEC institutions, the professionalisation of staff and the development of quality and monitoring frameworks.

- ✓ **AMIF, ESF+, ERDF:** training and capacity building of ECEC service providers, teachers and social workers.
- **Anti-discrimination measures.** The early detection of discriminatory treatment in access to education and processing legal cases require capacity-building measures. This may involve training stakeholders in the anti-discrimination legal environment, experts, etc., and engagement with local communities, civil society and social partners to fight discrimination, for example through information campaigns targeting potential beneficiaries and active outreach initiatives.
- ✓ **AMIF.**
- ✓ **ESF+:** measures to overcome segregation, prejudice and discrimination against TCNs; measures to raise awareness about anti-discrimination legislation and policies; engagement with local communities, civil society and social partners to fight discrimination, for example information campaigns targeting potential beneficiaries and active outreach initiatives.

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

Scene-setter

People with a migrant background are generally vulnerable on the housing market, are disproportionately dependent on private rentals, are less likely to be informed of their rights and are more likely to be discriminated against. They also face greater obstacles in terms of access to public housing or housing benefits and are more likely to live in substandard, overcrowded and poorly connected accommodation, with less space available and at a higher rental cost burden than the national average⁽⁸⁷⁾. It is essential to ensure access to adequate and non-segregated housing, as it has a major influence on employment options, educational opportunities, and even residence, family reunification and citizenship rights.

⁽⁸⁷⁾ European Commission, 'Immigrant housing in Europe: overview', European Website on Integration, 2016 (<https://ec.europa.eu/migrant-integration/intdossier/ews/-analysis-immigrant-housing-in-europe>). See also, for instance, FRA (2019), *Integration of Young Refugees in the EU: Good practices and challenges*, 2019 (<https://fra.europa.eu/en/publication/2019/integration-young-refugees-eu-good-practices-and-challenges>), pp. 43–61; FRA, *Second European Union Minorities and Discrimination Survey – Main results*, 2017 (<https://fra.europa.eu/en/publication/2017/second-european-union-minorities-and-discrimination-survey-main-results>), pp.21–55 (in particular pp. 34–35); and FRA, *Being Black in the EU*, 2018 (<https://fra.europa.eu/en/publication/2018/being-black-eu>), pp. 57–62.

Challenges

- **Overcrowding among the non-EU born.** Across the EU, the overcrowding rate among those born outside the EU stands at 27.6 %, compared with 14.2 % for those born in the EU⁽⁸⁸⁾.
- **Housing cost overburden.** The housing cost overburden rate for non-EU citizens (19.1 %) is more than double that among natives (8.8 %)⁽⁸⁹⁾.
- **Discrimination.** Discrimination on the housing market negatively affects the already disadvantaged position of people with a migrant background. It reinforces segregation and undermines social and spatial inclusion. Discriminatory attitudes towards migrants in relation to housing were reported by the European Social Survey in 2002 and 2014⁽⁹⁰⁾. Both waves of FRA's EU Minorities and Discrimination Survey (EU-MIDIS)⁽⁹¹⁾ (2011⁽⁹²⁾ and 2016–2017⁽⁹³⁾) also surveyed migrants' discrimination experiences at large.
- **Spatial segregation.** The spatial segregation of marginalised people results in their physical and social isolation from mainstream society. Segregation is characterised by the physical and social separation of members of a marginalised group from members of non-marginalised groups, and unequal access to mainstream, inclusive and high-quality services. It is the result of many factors, such as limited options for cheap housing, discrimination on the housing market and limited access to social housing.

⁽⁸⁸⁾ Eurostat 2019 data. Education and employment indicators based on EU-LFS. Poverty and housing indicators based on EU-SILC. Migrants defined as those born outside the EU-28 (as the reference year is 2019, UK nationals were not counted as 'non-EU migrants'; given their small share in the overall migrant population in the EU, this does not make a difference in terms of overall gaps in integration outcomes). See also the EU action plan on integration and inclusion for 2021–2027, p. 4.

⁽⁸⁹⁾ Eurostat 2019 data. Education and employment indicators based on EU-LFS. Poverty and housing indicators based on EU-SILC. Migrants defined as those born outside the EU-28 (as the reference year is 2019, UK nationals were not counted as 'non-EU migrants'; given their small share in the overall migrant population in the EU, this does not make a difference in terms of overall gaps in integration outcomes). See also the EU action plan on integration and inclusion for 2021–2027, p. 4.

⁽⁹⁰⁾ <http://www.europeansocialsurvey.org/data/themes.html?t=immigration>

⁽⁹¹⁾ <https://ec.europa.eu/migrant-integration/library/doc/eu-midis-project>

⁽⁹²⁾ FRA, 'European Union minorities and discrimination survey' (<https://fra.europa.eu/en/project/2011/european-union-minorities-and-discrimination-survey>).

⁽⁹³⁾ FRA, *Second European Union Minorities and Discrimination Survey – Main results*, 2017 (<https://fra.europa.eu/en/publication/2017/second-european-union-minorities-and-discrimination-survey-main-results>), pp. 21–55 (in particular pp. 34–35). See also FRA, *Being Black in the EU*, 2018 (<https://fra.europa.eu/en/publication/2018/being-black-eu>), pp. 57–62.

■ **Unaccompanied children turning 18 and other care leavers.** Upon turning 18 years of age, asylum-seeking as well as refugee children generally have to change their accommodation, and often their location, while experiencing a significant reduction in social support. This negatively affects their lives in many respects, including school attendance and performance, mental health and homelessness. Similarly, upon a positive asylum decision, former applicants generally have to leave the reception facility within a set time limit. This is often unfeasible and increases the risk of homelessness.

EU funds' objective

EU funds should not contribute to the physical and social separation of people with a migrant background. As a result, these funds should be employed to ensure equal access to adequate and non-segregated housing.

Measures

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

- Social housing facilities should not be provided in segregated areas, which may contribute to further exclusion.
- Housing infrastructure investments should be complemented with soft measures (e.g. employment, health and social services) within the framework of an integrated approach.
- Investments should aim to contribute to closing the physical and social gap between segregated and non-segregated areas and to improve access to high-quality services and infrastructure.
- Investment in infrastructure and services should ensure better connections between segregated areas and neighbouring mainstream urban or rural areas (e.g. expanding public transport services) ⁽⁹⁴⁾.

⁽⁹⁴⁾ Two proposals accepted for the JRC Data for Integration (D4I) project deal with the links between availability of public transport and migrants' settlements. For more details, see 'D4I – List of accepted proposals' (https://knowledge4policy.ec.europa.eu/migration-demography/d4i-list-accepted-proposals_en).

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

■ **Housing provision.** Social housing facilities should be accessible and affordable for people with a migrant background, taking into account the possible risk of energy poverty, the implications of gentrification, maintenance costs, etc. This should be also available to unaccompanied children turning 18 and other care leavers (see further details in Sections 5.1.4 and 5.1.5) The measures set out below should be accompanied by housing infrastructure developments.

✓ **ERDF:** physical, economic and social regeneration of deprived urban/rural neighbourhoods – refurbishment, upgrading and building (social) housing, apartments and related infrastructure (water supply, sewage, gas, electricity, etc.); rental fees ⁽⁹⁵⁾; conditions for low-energy-cost housing; infrastructural development in social care and healthcare services, education, income-generating activities, for example setting up social enterprises, microcredit programmes.

✓ **ESF+:** support for a 'Housing First' model ⁽⁹⁶⁾; access to employment, social inclusion, health, educational and other services; improving basic and professional skills through mentoring and training, including vocational education for people with a migrant background; employment, for example setting up social enterprises, microcredit programmes.

✓ **AMIF:** costs, including rental costs, of emergency or temporary accommodation ⁽⁹⁷⁾.

■ **Desegregation through relocation.** Supporting the provision of housing facilities in non-segregated areas may comprise elements of relocation from segregated neighbourhoods to mixed urban and rural neighbourhoods. Relocation of families with a migrant background must be presented to them as an option. It must be thoroughly planned and soft measures, such as community development, medi-

⁽⁹⁵⁾ This may be considered 'investments in access to services', pursuant to Art. 5(1)(c), and hence eligible. In this case, it is advisable that the rent for accommodation is part of integrated actions, combined with measures on access to mainstream and quality services in education, employment, healthcare and social care, and aiming for integration of marginalised communities, low-income households, disadvantaged groups and people with a migrant background.

⁽⁹⁶⁾ The contribution of the ESF+ to rental fees can be explored together by the Member States and the Commission, provided this is part of a comprehensive integration strategy and strictly follows the fund's intervention logic. Standalone rental subsidies are not eligible.

⁽⁹⁷⁾ Where operationally justified. The AMIF does not support costs of general social housing or standalone rental subsidies.

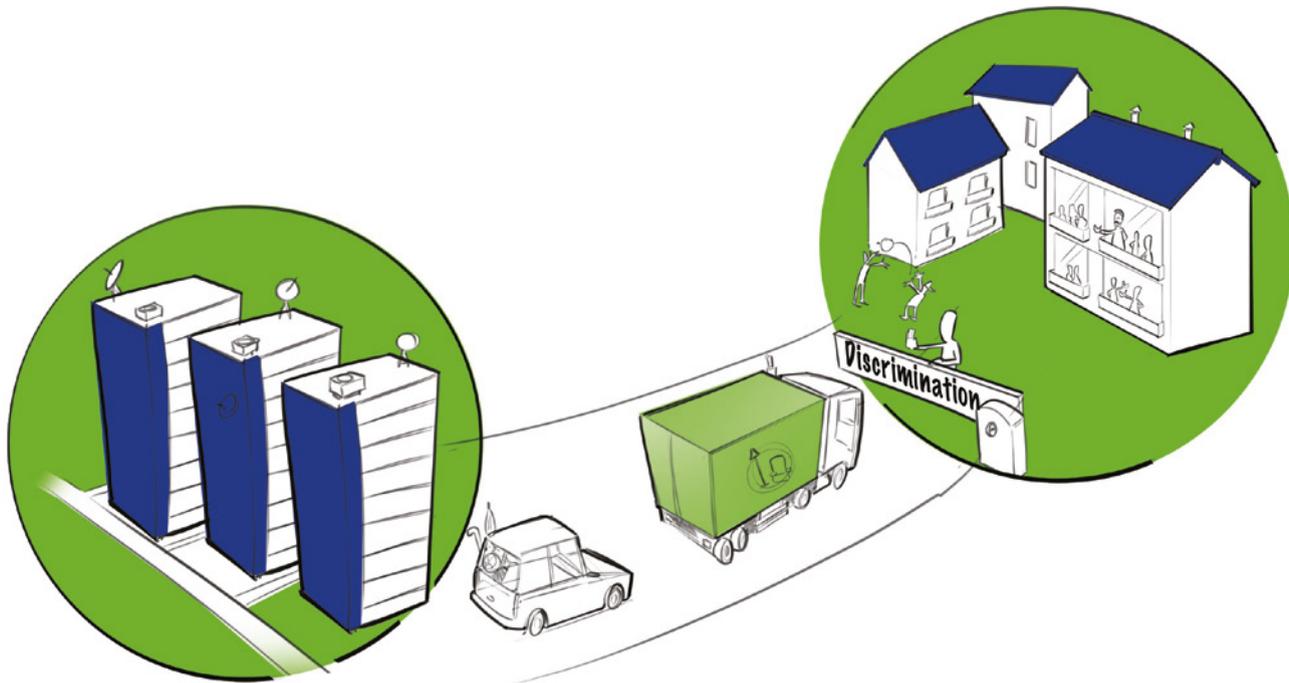
ation, social work and vocational training, should precede infrastructural developments. To ensure financial efficiency, the existing available affordable and good-quality housing stock should be considered first for relocation purposes, rather than relocating families by building new housing that is more costly, or bringing infrastructure to isolated neighbourhoods and settlements at disproportionately high costs.

✓ **ERDF, ESF+, AMIF.**

- **Housing discrimination.** Early detection of discriminatory treatment and processing of legal cases requires capacity-building measures.

✓ **AMIF:** training stakeholders in the anti-discrimination legal environment, experts, organisation of seminars, workshops, conferences, etc.

✓ **ESF+:** improve access to adequate, desegregated housing, in particular social housing; raising awareness of discrimination and segregation on the housing market; support to prevent and reduce homelessness and housing exclusion, including through support for community-based solutions, Housing First and integrated services.



5.1.3. Employment – Addressing current and future challenges of the labour market

Scene-setter

In 2019, the share of people in employment (aged 20–64 years) among migrants was 64.2 %, whereas, among natives, it was 73.9 %⁽⁹⁸⁾. Young migrants (aged 18–24 years) born outside the EU were much more likely (21 %) than natives (12.5 %) to be NEET, especially migrant girls and young women (25.9 %) (99). Studies suggest that, over time, labour market participation improves the longer people with a migrant background reside in the host country (100), and also suggest that they represent an important contribution to the economy. Beneficiaries of international protection represent a particularly vulnerable group of migrants in the labour market: their labour market integration requires around 20 years of continuous investment for them to reach an employment rate similar to that of EU citizens (101,102). Women with a migrant background face additional obstacles to participation in the labour market, and in integration programmes, skills assessments and retraining. When employed, migrant women are more likely than native women to be overqualified for their jobs (103,104). People with a migrant background employed in agriculture work more in elementary occupations than native workers. Moreover,

they are more likely to be employed in temporary jobs than people with a migrant background employed in other sectors (105).

Challenges

- **Education and skills as a prerequisite to labour market participation.** Equipping all (workers, the unemployed and inactive people) with the right skills (including digital) – regardless of their background – positively affects labour market participation (106). Even when employed, migrants face a higher probability of being in occupations that do not match their qualifications – a phenomenon often referred to as ‘skills mismatch’.
- **Short-term measures.** Due to the lack of national/regional/local strategic frameworks in many Member States, integration measures might be either ad hoc and/or short term. This often results in measures that do not respond to individuals’ needs because short-term measures may not ensure sustainable participation in the labour market.
- **Overqualification.** Almost 40 % of migrants are overqualified for their current job (107) or work in less favourable conditions in terms of wages, employment protection, overrepresentation in certain sectors and career prospects (108). One important reason for overqualification is limited language skills (109).

⁽⁹⁸⁾ Eurostat 2019 data. Education and employment indicators based on EU-LFS. Poverty and housing indicators based on EU-SILC. Migrants defined as those born outside the EU-28 (as the reference year is 2019, UK nationals were not counted as ‘non-EU migrants’; given their small share in the overall migrant population in the EU, this does not make a difference in terms of overall gaps in integration outcomes). See also the EU action plan on integration and inclusion for 2021–2027, p. 4.

⁽⁹⁹⁾ Eurostat 2019 data. Education and employment indicators based on EU-LFS. Poverty and housing indicators based on EU-SILC. Migrants defined as those born outside the EU-28 (as the reference year is 2019, UK nationals were not counted as ‘non-EU migrants’; given their small share in the overall migrant population in the EU, this does not make a difference in terms of overall gaps in integration outcomes). See also the EU action plan on integration and inclusion for 2021–2027, p. 4.

⁽¹⁰⁰⁾ European Commission, *Employment and Social Developments in Europe 2016: Labour market integration of refugees*, 2016 (<http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=7952&visible=0>).

⁽¹⁰¹⁾ OECD and European Commission, ‘How are refugees faring on the labour market in Europe?’ Working paper 1/2016 (<http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=7921&furtherPubs=yes>).

⁽¹⁰²⁾ For further information, see, for instance, FRA, *Integration of Young Refugees in the EU: Good practices and challenges*, 2019 (<https://fra.europa.eu/en/publication/2019/integration-young-refugees-eu-good-practices-and-challenges>), pp. 99–108 on adult education and vocational training; FRA, *Second European Union Minorities and Discrimination Survey – Main results*, 2017 (<https://fra.europa.eu/en/publication/2017/second-european-union-minorities-and-discrimination-survey-main-results>), pp. 95–99; and FRA, *Being Black in the EU*, 2018 (<https://fra.europa.eu/en/publication/2018/being-black-eu>), pp. 48–56.

⁽¹⁰³⁾ JRC, *Gaps in the EU Labour Market Participation Rates: An intersectional assessment of the role of gender and migrant status*, Publications Office of the European Union, Luxembourg, 2020.

⁽¹⁰⁴⁾ For further information, see, for instance, FRA, *Second European Union Minorities and Discrimination Survey – Migrant women: Selected findings*, 2019 (<https://fra.europa.eu/en/publication/2019/second-european-union-minorities-and-discrimination-survey-migrant-women-selected>).

⁽¹⁰⁵⁾ F. Natale, S. Kalantaryan, M. Scipioni, A. Alessandrini and A. Pasa, *Migration in EU Rural Areas*, Publications Office of the European Union, Luxembourg, 2019.

⁽¹⁰⁶⁾ A. Gorodzeisky and M. Semyonov, ‘Labour force participation, unemployment and occupational attainment among immigrants in West European countries’, *PLoS ONE*, Vol. 12, No 5, 2017, e0176856.

⁽¹⁰⁷⁾ 38.6 % in 2019, based on Eurostat, EU-LFS (age group 20–64 years). ‘Overqualification’ is defined as working in a low- or medium-skilled occupation (ISCO 4–9) despite having a high level of education (ISCED 5–8).

⁽¹⁰⁸⁾ Commission communication – Action plan on the integration of third-country nationals (COM(2016) 377).

⁽¹⁰⁹⁾ European Commission, ‘Chapter II.2 – Mobility and migration in the EU: Opportunities and challenges’, in European Commission (ed.) *Employment and Social Developments in Europe 2015* (<http://ec.europa.eu/social/BlobServlet?docId=14954&langId=en>).

- **Discrimination.** Discrimination is a key barrier to accessing the labour market. Discrimination in the workplace has also been identified by non-EU migrants as limiting their integration ^(110,111).
- **Language skills.** Knowledge of the national language makes a significant contribution to employment opportunities ⁽¹¹²⁾ and has a sizeable impact on the earnings of people with a migrant background ⁽¹¹³⁾.
- **Recognition of qualifications.** Individuals with foreign qualifications face lower employment levels and a greater likelihood of being in a position that does not reflect their skill level than individuals with domestic qualifications. The formal recognition of an individual's foreign qualification by the host country improves that person's employment prospects and reduces the likelihood of downscaling.

EU funds' objective

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

Measures

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

- **Labour market activation measures.** These may include vocational education and training, mentoring, counselling, microfinance schemes, as well as the design and roll-out of employment policies. Moreover, access to language courses, including job-oriented language courses, should be provided at the earliest stage possible after arrival; such courses should be adapted to each person's linguistic competences

and needs and combine language learning with the learning of other skills and competences or work experience.

- ✓ **ESF+:** language training linked to employment, guidance, training, outreach measures; especially for young people who are NEET, provision of apprenticeships and traineeships.
- ✓ **AMIF:** basic skills / general courses, including language learning, civic orientation training.

- **Measures to improve access to the labour market.** Taking into account the barriers to accessing the labour market, targeted actions should respond to the needs of people with a migrant background. Apart from the measures described below (support for vocational training, self-employment), targeted measures to improve access to the labour market should be identified. These may include the following.

- ✓ **ERDF:** investment in public transport; investment in road infrastructure to improve access to the workplace; ECEC facilities, in particular to reinforce women's employment.
- ✓ **AMIF:** individualised mentoring and general coaching of jobseekers, general training and orientation courses for unemployed people with a migrant background, capacity building and training of the relevant services and authorities.
- ✓ **ESF+:** measures related to jobseekers' training, in particular young people, the long-term unemployed and/or inactive people; individualised mentoring and coaching of jobseekers, counselling for unemployed/inactive people with a migrant background; improve the capacity of public employment services, modernise labour market institutions and invest in capacity building and training for their employees; apprenticeships; work with employers to improve the matching of labour market demand and supply; measures to promote a gender-balanced labour market participation, equal working conditions and a better work–life balance.

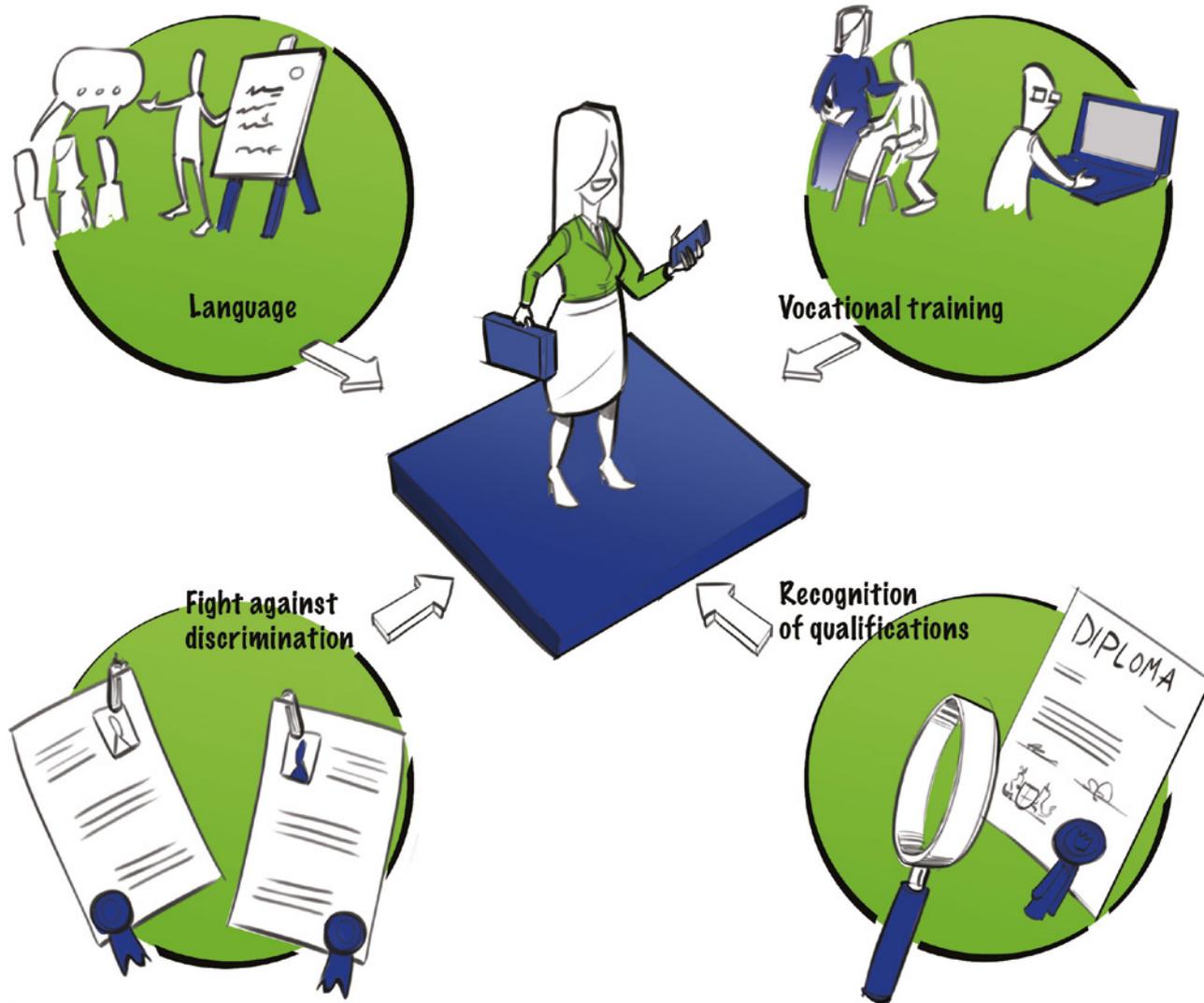
- **Vocational training.** As part of mainstream education and adult-learning systems, vocational training should respond to labour market demands. Cooperation between labour offices and vocational training providers is a prerequisite to better align the demand and supply of the labour market in the long run.

⁽¹¹⁰⁾ TNS Qual, 'Migrant integration', *Qualitative Eurobarometer*, 2011 (https://ec.europa.eu/home-affairs/sites/default/files/news/intro/docs/110720/aggregate_report_5969_migrant_integration_final-19072011.pdf).

⁽¹¹¹⁾ For further information, see, for instance, FRA, *Second European Union Minorities and Discrimination Survey – Main results*, 2017 (<https://fra.europa.eu/en/publication/2017/second-european-union-minorities-and-discrimination-survey-main-results>), pp. 21–55 (in particular pp. 34–35).

⁽¹¹²⁾ TNS Qual, 'Migrant integration', *Qualitative Eurobarometer*, 2011 (https://ec.europa.eu/home-affairs/sites/default/files/news/intro/docs/110720/aggregate_report_5969_migrant_integration_final-19072011.pdf).

⁽¹¹³⁾ B. R. Chiswick and P. W. Miller (eds), *Handbook of the Economics of International Migration – Volume 1b: The impact and regional studies*, Elsevier B.V., Amsterdam, 2015.



- ✓ **ESF+, AMIF:** basic skills training (e.g. language, literacy, numeracy, knowledge of foreign languages, science and information technology (IT) skills, civic orientation).
 - ✓ **ESF+:** vocational training, including apprenticeships and other modules of on-the-job training; facilitate access to vocational training and on-the-job training for people with a migrant background.
 - ✓ **ESF+, AMIF:** equivalence/certification of qualification courses; training of personnel in charge of diploma and skills recognition.
 - ✓ **ERDF:** infrastructure developments in vocational training systems, including refurbishment, extension of existing mainstream training facilities and equipment.
- **Supporting self-employment and business creation.** Supporting the development of business incubators, self-employment, entrepreneurship, microenterprises and business creation; supporting the development of new business models, for example social economy.
- ✓ **ERDF, ESF+.**
- **Anti-discrimination measures.** The early detection of discriminatory treatment and processing of legal cases require capacity-building measures. This may involve training of stakeholders in the anti-discrimination legal environment, experts, etc.
- ✓ **AMIF.**
 - ✓ **ESF+:** measures to overcome segregation, prejudice and discrimination against TCNs, in particular in the labour market; measures to raise awareness about anti-discrimination legislation and policies; engagement with local communities, civil society and social partners to fight discrimination, for example information campaigns targeting potential beneficiaries and active outreach initiatives.

EUROPEAN REGIONAL DEVELOPMENT FUND SUPPORT FOR ENTREPRENEURS – THE SWEDISH EXAMPLE

In Sweden, the 'Step Two' project focuses on promoting growth among small enterprises led by people with a migrant background. Step Two is a physical meeting place characterised by a community in the form of a business hotel, accompanied by a variety of support services focused on business development. These services include the development of a strategy plan for each individual business, as well as support in the fields of taxes, law, import and export, marketing, etc. The project is targeted at entrepreneurs who have ambitions to grow and employ new staff. After a 1-year period at Step Two, the ownership and management of the business hotel will pass to the participating entrepreneurs themselves. Step Two ultimately expects to be self-run, cooperatively managed and owned by the tenants.

5.1.4. Social care and healthcare – Ensuring access to high-quality social care and healthcare

People with a migrant background are disproportionately exposed to risk factors (e.g. poverty, discrimination, social exclusion, exploitation, administrative hurdles, language barriers). As a result, they experience a clear disadvantage for most health outcomes, compared with non-immigrants⁽¹¹⁴⁾, and are disproportionately represented among the population groups with poor health outcomes⁽¹¹⁵⁾. As regards access to services, people with a migrant background are less likely to use general health services, but are at greater risk of poor mental health and of dying prematurely compared with native populations. High rates of mental health concerns have been also documented in various refugee populations, including post-traumatic stress disorder (PTSD), anxiety, depression and somatisation among newly arrived refugees⁽¹¹⁶⁾.

⁽¹¹⁴⁾ International Organization for Migration Development Fund, 'Vulnerability and resilience', 2017 (https://www.iom.int/sites/default/files/our_work/DMM/Migration-Health/Vulnerability%20and%20Resilience%20paper%20excerpts_%20final.pdf).

⁽¹¹⁵⁾ OECD / European Union, *Indicators of Immigrant Integration 2015: Settling in* (<http://www.oecd.org/migration/indicators-of-immigrant-integration-2015-settling-in-9789264234024-en.htm>).

⁽¹¹⁶⁾ For further reference, see, for instance, FRA, *Integration of Young Refugees in the EU: Good practices and challenges*, 2019 (<https://fra.europa.eu/en/publication/2019/integration-young-refugees-eu-good-practices-and-challenges>), pp. 63–84 on social welfare and mental health.

Migrants are more likely to have unmet medical needs⁽¹¹⁷⁾ related to various factors, such as lack of access or limited health insurance (in some countries), depending on residence status; lack of knowledge on how to access services; financial resources; concentration of migrants in some disadvantaged areas with less access to high-quality health services; language barriers; and lack of adaptation of national systems to the specific needs of migrants.

Most Member States define migrant health as a separate policy field; in most cases, no comprehensive migrant health policy is put in place, and the need for tools to ensure accountability and evaluation remains⁽¹¹⁸⁾. In spite of the fact that the right to health is a universal right⁽¹¹⁹⁾, the laws, policies and practices in all EU Member States deviate to varying degrees from upholding this right.

The European Social Charter and the Charter of Fundamental Rights of the European Union⁽¹²⁰⁾ are also relevant to migrants' health. The EU has also issued a number of legally binding directives that have an impact on access to healthcare for people with a migrant background. These include the racial equality directive⁽¹²¹⁾, the long-term residents directive⁽¹²²⁾ and the directive laying down minimum standards for the reception of asylum seekers⁽¹²³⁾. The transposition of these instruments by all EU Member States obliges them – at all levels of government – to ensure access to healthcare services without discrimination, according to the scope of the EU instruments. In some European countries, regional governments and city councils have authority to legislate concerning, or to organise the delivery of, local social services, including healthcare^(124,125).

⁽¹¹⁷⁾ Based on EU-SILC data; see OECD /European Union, *Settling In 2018: Indicators of immigrant integration*, OECD Publishing/European Union, Paris/Brussels, 2018, Figure 4.11, 'Unmet medical needs'. See also the EU action plan on integration and inclusion for 2021–2027, p. 5.

⁽¹¹⁸⁾ European Commission, 'Migrant health across Europe', European Website on Integration, 2018 (<https://ec.europa.eu/migrant-integration/feature/migrant-health-across-europe>).

⁽¹¹⁹⁾ International Covenant on Economic, Social and Cultural Rights (Art. 12), which is ratified by all EU Member States; Universal Declaration of Human Rights (Art. 25). For further information, see European Parliament, *Enhancing EU actions on economic, social and cultural rights within its human rights policy*, 2018 ([https://www.europarl.europa.eu/RegData/etudes/STUD/2018/603838/EXPO_STU\(2018\)603838_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/STUD/2018/603838/EXPO_STU(2018)603838_EN.pdf)).

⁽¹²⁰⁾ Charter of Fundamental Rights of the European Union (Art. 35); European Social Charter (Art. 13)

⁽¹²¹⁾ Council Directive 2000/43/EC.

⁽¹²²⁾ Directive 2003/109/EC of 25 November 2003 concerning the status of third-country nationals who are long-term residents, OJ L 16, 23.1.2004, p. 44 (<https://eur-lex.europa.eu/legal-content/EN/TEXT/PDF/?uri=CELEX:32003L0109&from=en>).

⁽¹²³⁾ The reception conditions directive.

⁽¹²⁴⁾ Committee of the Regions, *Division of powers between the European Union, the Member States and regional and local authorities*, 2012 (https://cor.europa.eu/en/engage/studies/Documents/division_of_powers/division_of_powers.pdf).

⁽¹²⁵⁾ Platform for International Cooperation on Undocumented Migrants (PICUM), *Cities of Rights: Ensuring health care for undocumented residents*, 2017 (https://picum.org/wp-content/uploads/2017/11/CityOfRights_Health_EN.pdf).

In several refugee camps and hotspots, the risk of potential outbreaks is very high⁽¹²⁶⁾. This can be explained by overcrowding, the lack of adequate sanitation services and the severely limited medical care⁽¹²⁷⁾.

Challenges

- **Limited access to healthcare services.** Various factors limit access to healthcare services, including administrative hurdles, discrimination⁽¹²⁸⁾, a lack of information and of familiarity with the healthcare system, a disadvantaged socioeconomic status and uncertainty of legal status, etc. As a result, medical diagnoses and treatments may be delayed. This could lead to more severe and complicated health problems.
- **High incidence of mental health disorders.** In the case of asylum seekers and refugees, several factors might lead to high rates of PTSD, anxiety, depression and somatisation. They include prior life experiences in the country of origin, the experience of travel, life in refugee camps, long waiting times to get a decision on their asylum application and stressors during and after resettlement from a third country, etc.
- **High risks of outbreaks in hotspots and reception centres.** This can be explained by overcrowding, the lack of adequate sanitation services and the severely limited medical care. People who are experiencing homelessness (e.g. people with undetermined status) may also face high risks during outbreaks.
- **Limited access to reproductive healthcare services.** Because of the often lower socioeconomic status of, and discrimination against, women, their access to reproductive health services (e.g. gynae-

⁽¹²⁶⁾ For further reference, see, for instance, FRA, 'Bulletin #6: Coronavirus pandemic in the EU – Fundamental rights implications: Focus on social rights', 2020 (https://fra.europa.eu/sites/default/files/fra_uploads/fra-2020-coronavirus-pandemic-eu-bulletin-november_en.pdf), pp. 31–32.

⁽¹²⁷⁾ For scientific advice on public health principles and considerations for infection and prevention control of COVID-19 in migrant and refugee reception, see European Centre for Disease Prevention and Control, *Guidance on infection prevention and control of COVID-19 in migrant and refugee reception and detention centres in the EU/EEA and the UK*, 2020 (<https://www.ecdc.europa.eu/en/publications-data/covid-19-guidance-prevention-control-migrant-refugee-centres>).

⁽¹²⁸⁾ Throughout 2020, FRA published a series of bulletins regarding the implications of the pandemic for fundamental rights, including the fundamental rights of migrants (FRA, 'Fundamental rights implications of COVID-19', 2020 (<https://fra.europa.eu/en/themes/covid-19>)). In addition, the July 2020 FRA migration quarterly bulletin provides an overview of key fundamental rights concerns regarding migrants during the COVID-19 pandemic (FRA, 'Migration: Key fundamental rights concerns', 2020 (https://fra.europa.eu/sites/default/files/fra_uploads/fra-2020-migration-bulletin-3_en.pdf)).

cology) might be very limited. This can affect both women seeking contraception and pregnant women with undetermined legal status. Furthermore, they may also face difficulties in accessing hygienic products for menstrual cycles (menstrual poverty).

- **Institutionalisation of children, including those unaccompanied.** Asylum-seeking and refugee children, including unaccompanied children, in some EU Member States are often accommodated in care with an institutional culture ⁽¹²⁹⁾. Institutionalisation might include children with disabilities from a migrant background, who are therefore deprived of independent living as a result of lack of access to community-based services.

EU funds' objective

EU funds should be used to improve equal access to high-quality, mainstream social care and healthcare services for people with a migrant background.

Measures

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

- **Raising income and educational levels.** For example, this could be done through measures to improve equal access to high-quality education and labour market services.
 - ✓ Please see the corresponding actions and measures in the sections above on education and employment.
- **Improving access to social care and healthcare services.**
 - ✓ **Availability of social care and healthcare services.** As people with a migrant background might often be located in deprived and segregated areas, the availability of social care and healthcare services might be limited. The measures employed should seek to develop the necessary services, in particular primary healthcare and social care

mainstream services (general practitioners), also through enhanced use of e-health services.

- **ERDF:** social and health infrastructure, such as building new or extending the capacity of existing mainstream services, and equipment; improving outreach (e.g. mobile service units); developing integrated centres comprising social and health services.
 - **ESF+:** access to mainstream social care and healthcare services (preventive, primary and secondary care), especially for vulnerable and socially excluded groups; community-based and home care services; training for social care and healthcare staff.
- ✓ **Addressing legal status.** Certain groups of people with a migrant background face difficulties in accessing social care and healthcare services as a result of their legal status (e.g. those with an undetermined status, asylum seekers). To facilitate access, measures may also include awareness-raising of regularisation programmes, legal counselling, etc.
 - **AMIF:** improving access to information; awareness-raising and anti-discrimination campaigns; training stakeholders about the anti-discrimination legal environment, experts, etc.
 - ✓ **Addressing discrimination.** People with a migrant background may face discrimination both in accessing and throughout the delivery of social care and healthcare services.
 - **AMIF:** a training programme for social care and healthcare providers focused on the needs of people with a migrant background and barriers to accessing social care and healthcare services (trauma, victims of trafficking in human beings or gender-based violence, unaccompanied minors, older people, persons with disabilities, etc.); development of prevention and health promotion programmes specifically targeting migrants, provision of information materials in different languages, provision of interpreters, experts.
 - **ESF+:** training or retraining professionals to work in healthcare and social care.

⁽¹²⁹⁾ Lumos, *Rethinking Care – Improving support for unaccompanied migrant, asylum-seeking and refugee children in the European Union, 2020* (https://lumos.contentfiles.net/media/documents/document/2020/08/UMRC_Report_2020_v3_NEW_BRAND_WEB.pdf).

✓ **Early diagnosis and treatment of mental health problems.**

People with a migrant background, in particular asylum seekers and refugees, may experience mental disorders (e.g. PTSD, anxiety, depression). Measures should focus on targeted actions. This should cover both early diagnosis (including in the reception phase) and long-term treatment, including follow-up and continuity of support once protection status is granted.

■ **AMIF:** training and employment of specialised medical personnel in reception centres, hotspots and the community (close to the permanent residence); provision of information materials in different languages.

■ **ESF+:** training or retraining professionals to work in healthcare and social care, including modules on awareness-raising and/or working with migrant populations.

■ **ERDF:** building new or extending existing mainstream healthcare facilities providing mental health services.

✓ **Reproductive health.** Targeted measures should be identified to address the needs of women, including those with an undetermined status.

■ **AMIF:** training and recruitment of specialised medical personnel in reception centres, hotspots and in the community (close to the permanent residence); provision of information materials in different languages; purchase of hygienic and sanitary products.

■ **ESF+:** primary care measures; measures related to jobseekers' training, in particular for young people, the long-term unemployed and/or inactive people (see also the section on access to the labour market); purchase of hygienic and sanitary products.

■ **ERDF:** Building new, or extending existing, mainstream gynaecological healthcare services.

- **Prevention and treatment of outbreaks in reception centres and hotspots.** Taking into account the high risk of outbreaks in crowded facilities, measures should focus on the prevention of outbreaks. As regards treatment, it is equally important to make all necessary treatment facilities and equipment available. Measures should also tar-

get homeless people, in particular those with an undetermined legal status.

✓ **AMIF:** financial compensation of healthcare providers, on-the-job training, equipment/supplies, such as protective equipment, hygiene products, medicines, recruitment of additional staff, purchase of mobile units, rental of temporary medical facilities, vehicle hire, e-health (e-consultation), purchase of sanitising products, rental of emergency or temporary accommodation, e-learning or distance education solutions.

✓ **ERDF:** protective equipment (e.g. masks, gloves and goggles), mobile health services, e-health, medical devices, medicines, testing and treatment equipment, building and extension of (temporary) healthcare facilities, purchase of mobile units.

✓ **ESF+:** measures related to employment, training and inclusion; distance-learning solutions; community-based care and services.

- **Supporting the transition from institutional to community, family-based care.** The needs of unaccompanied children should be integrated into the national child protection systems. Following international standards, children should have access to family- and community-based services. Children with disabilities need access to some specialised services ⁽¹³⁰⁾.

✓ **ERDF:** supported living, accessible housing, housing adaptations, non-segregated social housing within the community; accessibility of services and the built environment (public transport, public buildings, etc.); technical aids and assistive technologies.

✓ **ESF+:** improve access to mainstream social services, in particular community-based social assistance, healthcare and psychological services; support the transition from institutional care to community-based and home care services for children without parental support; support to personal assistance services; training of social and childcare providers; support for kinship parents, foster parents and their networks.

⁽¹³⁰⁾ Further description of community- and family-based services can be found in 'EU funds checklist to promote independent living and deinstitutionalisation' (<https://deinstitutionalisationdotcom.files.wordpress.com/2021/07/updated-checklist-new-ee-g-logo.pdf>).

5.1.5. Reception – Ensuring integration from day 1 ⁽¹³¹⁾

Scene-setter

When individuals seeking international protection arrive and while they wait for the decision on their asylum application, they are in the reception phase. As a result, reception is a temporary situation contingent on the duration of the asylum determination procedure. Member States must, in principle, ensure that this procedure is concluded within 6 months of the lodging of the application. However, it is estimated that, across the Member States, the duration of the procedure ranges from 8 to 180 days ⁽¹³²⁾. Providing integration measures, such as orientation and language training, at the earliest possible moment has proven to be an essential feature of successful integration. Therefore, integration support should start from ‘day 1’ ⁽¹³³⁾.

Challenges ⁽¹³⁴⁾

■ **Reception set-up.** While reception conditions are harmonised ⁽¹³⁵⁾, Member States are given flexibility in the implementation and transposition of these conditions. This results in national systems that differ significantly in the set-up of, and modalities for providing, reception conditions across the EU. In some instances, the structure of the reception system is based on a large and geographically isolated centre with an in-house provision of services. In other systems, asylum seekers will receive financial assistance and will have a choice of housing. Consequently, the reception conditions vary across EU

Member States, creating differences in the treatment of applicants for international protection ⁽¹³⁶⁾.

- **Institutionalisation.** Applicants for international protection may be institutionalised in long-term residential settings, which harms their development and further prevents them from being integrated in their country of arrival. Asylum-seeking and refugee children, including unaccompanied children, in some EU Member States are often accommodated in care with an institutional culture ⁽¹³⁷⁾.
- **Concentration and dispersal.** In the Member States, the concentration of asylum seekers across the territory, as well as the dispersal process, differs ⁽¹³⁸⁾. At the same time, a high concentration of asylum seekers in one location can slow down the integration process.
- **Social and physical isolation.** Member States may choose to provide housing in one of the following forms: premises used for the purpose of housing applicants during the examination of an application for international protection made at the border or in transit zones; accommodation centres that guarantee an adequate standard of living; or private houses, flats, hotels or other premises adapted for housing applicants ⁽¹³⁹⁾. At the same time, the type and location of the autonomous housing solution can have a significant impact on the social integration of asylum seekers into mainstream society.
- **Material reception conditions.** Member States may face difficulties in providing the required adequate material reception conditions for asylum seekers, whether in the form of financial assistance or in kind, that will guarantee their subsistence and protect their physical and mental health ⁽¹⁴⁰⁾.
- **Limited access to employment.** Labour market participation is one of the most important factors supporting the integration of asylum

⁽¹³¹⁾ This scenario should be read in complementarity with all the other scenarios described in the toolkit.

⁽¹³²⁾ European Council for Refugees, ‘The length of asylum procedures in Europe’, 2016 (<https://www.ecre.org/wp-content/uploads/2016/10/AIDA-Brief-DurationProcedures.pdf>).

⁽¹³³⁾ For further information on the reception of young refugees, see, for instance, FRA, *Integration of Young Refugees in the EU: Good practices and challenges*, 2019 (<https://fra.europa.eu/en/publication/2019/integration-young-refugees-eu-good-practices-and-challenges>). Regarding asylum procedures and their length, see, for instance, pp. 25–33 and FRA quarterly bulletins on migration (e.g. from November 2020: ‘Migration: Key fundamental rights concerns – Quarterly bulletin 4’ (<https://fra.europa.eu/en/publication/2020/migration-key-fundamental-rights-concerns-quarterly-bulletin-4-2020>)).

⁽¹³⁴⁾ It should be noted that, as of 31 July 2017, modifications to the common European asylum system, including the reception conditions directive, are under negotiation.

⁽¹³⁵⁾ Under the reception conditions directive.

⁽¹³⁶⁾ European Commission, ‘The organisation of reception facilities for asylum seekers in different Member States’, European Website on Integration, 2014 (<https://ec.europa.eu/migrant-integration/librarydoc/the-organisation-of-reception-facilities-for-asylum-seekers-in-different-member-states>).

⁽¹³⁷⁾ Lumos, *Rethinking Care – Improving support for unaccompanied migrant, asylum-seeking and refugee children in the European Union*, 2020 (https://lumos.contentfiles.net/media/documents/document/2020/08/UMRC_Report_2020_v3_NEW_BRAND_WEB.pdf).

⁽¹³⁸⁾ European Commission, ‘Immigrant housing in Europe: overview’, European Website on Integration, 2016 (<https://ec.europa.eu/migrant-integration/intdossier/ewsi-analysis-immigrant-housing-in-europe>).

⁽¹³⁹⁾ Art. 18 of the reception conditions directive.

⁽¹⁴⁰⁾ Art. 17 of the reception conditions directive.

seekers into Member States ⁽¹⁴¹⁾. Most Member States ⁽¹⁴²⁾ should provide asylum seekers with access to the labour market no later than 9 months from the date when the application for international protection was lodged, if a first-instance decision by the competent authority has yet to be taken and the delay cannot be attributed to the applicant ⁽¹⁴³⁾. However, there may still be barriers to effective access for asylum seekers to the labour market, and a lack of support measures to promote labour market participation can slow down the process.

- **Schooling and education of children.** Access to the education system for children should be provided within the first 3 months – this may include preparatory classes and language classes to facilitate their access to, and participation in, the education system ⁽¹⁴⁴⁾. The overall organisation of reception, in particular the location and the provision of temporary ‘catch-up classes’, may contribute to segregated education.
- **Unaccompanied children.** In many Member States, guardians are not systematically assigned to all unaccompanied children, or there may be extreme delays in their appointment ⁽¹⁴⁵⁾. Moreover, owing to the lack of community- and family-based care ⁽¹⁴⁶⁾, such as foster care, unaccompanied children may reside alone, and over a long time period, in reception centres, and are thereby being socially and physically excluded from mainstream society. They may also be placed in institutional care or stay long term in reception centres (with the same institutional culture as residential institutions), which would create serious risks to their protection and well-being.
- **Physical and mental health.** Having often faced war, persecution and extreme hardships in their country of origin or throughout their

journey, applicants for international protection may be exposed to various factors that affect their physical and mental well-being. These factors are often made worse by their current stresses, worries about their uncertain future, and acute and chronic diseases not being adequately treated ⁽¹⁴⁷⁾. As a result, applicants for international protection are more likely to suffer from disorders related to extreme stress, such as anxiety and PTSD, and detrimental physical status than the general population ⁽¹⁴⁸⁾.

EU funds’ objective

EU funds should provide the necessary integration support from day 1.

Measures

From the perspective of integration from day 1, EU funds may respond to the challenges above by contributing to investments in the following areas.

- **Material reception conditions.** Basic material reception conditions, including food and clothing, should be supported from the outset. Particular attention should be paid to vulnerable groups such as children, including unaccompanied children. Regardless of the conditions set out by Member States, EU funds may be used to provide material support to asylum seekers residing both inside and outside reception centres. In the case of any inconsistencies between the national legal requirements and eligibility under EU funds, activities supporting material conditions can be delegated to an external non-governmental stakeholder (e.g. an NGO).
- ✓ **ESF+:** support for addressing material deprivation ⁽¹⁴⁹⁾, through food and/or basic material assistance ⁽¹⁵⁰⁾ to the most deprived, including clothing, hygiene goods and school materials.

⁽¹⁴¹⁾ European Commission, ‘Challenges in the labour market integration of asylum seekers and refugees’, European Website on Integration, 2016 (<https://ec.europa.eu/migrant-integration/library/doc/challenges-in-the-labour-market-integration-of-asylum-seekers-and-refugees>).

⁽¹⁴²⁾ Ireland and Denmark are not party to the reception conditions directive and therefore are not bound by this provision.

⁽¹⁴³⁾ Art. 15 of the reception conditions directive.

⁽¹⁴⁴⁾ Art. 14 of the reception conditions directive.

⁽¹⁴⁵⁾ FRA, *Guardianship systems for children deprived of parental care in the European Union*, 2015 (<https://fra.europa.eu/en/publication/2015/guardianship-systems-children-deprived-parental-care-european-union>); FRA, ‘Asylum, migration and borders’ (<http://fra.europa.eu/en/theme/asylum-migration-borders/overviews/focus-children#guardianship>).

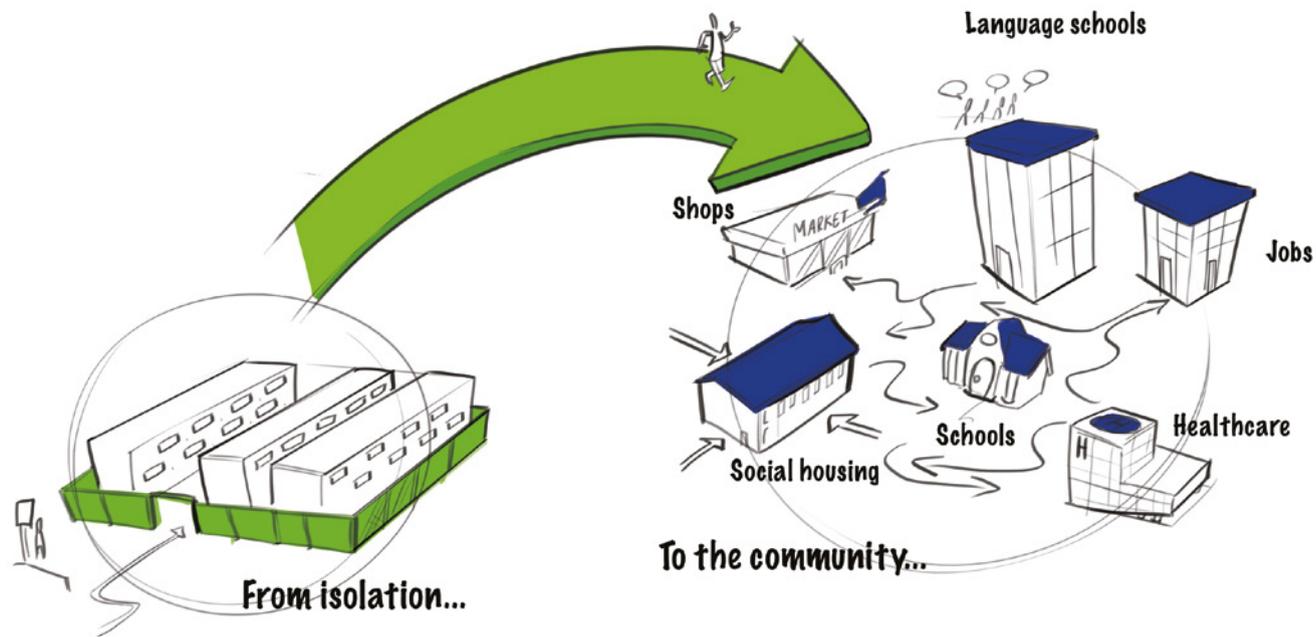
⁽¹⁴⁶⁾ Further description of community- and family-based services can be found in ‘EU funds checklist to promote independent living and deinstitutionalisation’ (<https://deinstitutionalisationdotcom.files.wordpress.com/2021/07/updated-checklist-new-eeg-logo.pdf>).

⁽¹⁴⁷⁾ World Health Organization, ‘Mental health and psychosocial support for refugees, asylum seekers and migrants on the move in Europe: a multi-agency guidance note’, 2015 (http://www.euro.who.int/_data/assets/pdf_file/0009/297576/MHPSS-refugees-asylum-seekers-migrants-Europe-Multi-Agency-guidance-note.pdf).

⁽¹⁴⁸⁾ World Health Organization Regional Office for Europe, ‘Policy brief on migration and health: mental healthcare for refugees’, 2015 (http://www.euro.who.int/_data/assets/pdf_file/0006/293271/Policy-Brief-Migration-Health-Mental-Health-Care-Refugees.pdf).

⁽¹⁴⁹⁾ As per Chapter III of the ESF+ regulation.

⁽¹⁵⁰⁾ Basic material assistance is defined by the ESF+ regulation (Art. 2, ‘Definitions’) as ‘goods which fulfil the basic needs of a person for a life with dignity, such as clothing, hygiene goods, including feminine hygiene products, and school material’.



✓ **AMIF**: providing material assistance, including at the border.

■ **Community-based reception models.** The large-scale and isolated institutional type of reception model significantly hinders the integration of asylum seekers because it may contribute to social and physical isolation. Reception centres are large scale when they provide a wide range of services in-house, for example schools, medical services, vocational training. As a result, asylum seekers' stay in reception centres should be limited in time, and autonomous and non-segregated housing should be provided as soon as possible (for more information, see the housing scenario). Where some form of reception centres must remain, these should be small in scale and located in close proximity to mainstream society and services (e.g. schools, medical services, vocational training). Investment in large-scale residential reception centres preserves the institutional type of reception model, which may be detrimental to independent living. Preference should be given to small-scale reception centres that allow for emergency situations, in particular any unforeseen increase in asylum applications, by maintaining a buffer capacity (e.g. houses that may temporarily increase the number of beds).

✓ **AMIF**: reception centres and costs of emergency or temporary accommodation ⁽¹⁵¹⁾ (national programmes or – in case of an emergency situation – emergency assistance).

✓ **ERDF**: rental fees ⁽¹⁵²⁾, social housing and regeneration of urban/rural neighbourhoods.

✓ **ESF+**: the contribution of ESF+ to rental fees can be explored together by the Member States and the Commission, provided this is part of a comprehensive integration strategy and strictly follows the fund's intervention logic ⁽¹⁵³⁾.

⁽¹⁵¹⁾ Where operationally justified (e.g. the existing reception infrastructure cannot cope with needs due to an emergency), the AMIF can support the rental costs of additional emergency or temporary accommodation. Costs of general social housing and standalone rental subsidies, however, are not eligible.

⁽¹⁵²⁾ This may be considered 'investments in access to services', pursuant to Art. 4(1)(b), and hence eligible. In this case, it is advisable that the rent for accommodation is part of integrated actions, combined with measures on access to mainstream and quality services in education, employment, healthcare and social care, and aiming for integration of marginalised communities, low-income households, disadvantaged groups and people with a migrant background.

⁽¹⁵³⁾ Standalone rental subsidies are not eligible.

■ **Labour market integration and vocational training.** Before access to formal labour market measures, specific support may be necessary to prepare for training and employment. Employability measures should cover psychological, social and mental health support for people suffering from trauma, long-term unemployment, addiction, etc. Access to mainstream vocational training should be supported, primarily outside reception centres.

- ✓ **AMIF:** preparatory measures for integration into the labour market.
- ✓ **ERDF:** microcredit and business development, investments in mainstream employment infrastructure.
- ✓ **ESF+:** see box below.

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

- no access to the labour market: ESF+ can support vocational training in cases where the national rules provide it; it can also provide support for children's education;
- access to the labour market: there are no limitations to the support ESF+ can provide, compared with the support for European citizens. Thus, this includes general access to ESF+ support (e.g. training, education, coaching and counselling activities).

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

■ **Schooling and education of children.** Access to mainstream education must be ensured as early as possible. While additional linguistic support may be necessary, it should be provided in the mainstream and non-segregated classrooms (i.e. by teaching assistants, mentors). For more information about support for inclusive and non-segregated education, see the scenario above on education.

✓ **AMIF:** introductory and language courses.

✓ **ESF+:** language courses, ECEC and inclusive education.

✓ **ERDF:** education infrastructure, including equipment; supporting inclusive education.

■ **Unaccompanied children.** Support should contribute to placing unaccompanied children in family-based care, such as foster care, and in accordance with a child's individual needs ⁽¹⁵⁴⁾. The systematic assignment of guardians upon identification is a prerequisite for finding a sustainable solution for each child that is in his or her best interests. If there are doubts as to whether a person is an adult or a child, an appropriate age assessment methodology should be in place. Unaccompanied children also need specific support during their transition to adulthood, and ensuring independent living arrangements for them. In this way, the following measures might fall within the scope of EU funds support.

✓ **ESF+:** measures supporting inclusive education (see the scenario above on education); measures to improve access to mainstream social services, in particular community-based social assistance, health-care and psychological services; support for the transition from institutional care to community-based and home care services for children without parental support; support for personal assistance services; training of social care and childcare providers; support for kinship parents, foster parents and their networks.

✓ **ERDF:** supported living, accessible housing, housing adaptations, non-segregated social housing within the community; accessibility of services and the built environment (public transport, public buildings, etc.); technical aids and assistive technologies.

✓ **AMIF:** reception centres and emergency or temporary accommodation (national programmes or – in the case of an emergency situation – emergency assistance).

⁽¹⁵⁴⁾ Further description of community- and family-based services can be found in 'EU funds checklist to promote independent living and deinstitutionalisation' (<https://deinstitutionalisationdotcom.files.wordpress.com/2021/07/updated-checklist-new-eeg-logo.pdf>).

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

Scene-setter

Within the group of people with a migrant background, some vulnerable groups face particular challenges in accessing services. These can include the most disadvantaged individuals, such as the homeless, victims of trafficking and abuse, and single parents. Undocumented people also face particular challenges in securing their fundamental rights, and may also be at particular risk of exploitation ⁽¹⁵⁵⁾. As regards statistics on the number of undocumented people in Europe, an EU-funded research project in 2009 estimated that there were between 2 and 4 million ⁽¹⁵⁶⁾. Access to basic mainstream services by vulnerable groups may be limited because of legal boundaries, as well as discriminatory treatment.

Challenges

- **Unequal access to basic services.** Particularly vulnerable groups are at high risk of living in precarious situations without access to the most basic public services, such as running water, electricity and heating ⁽¹⁵⁷⁾.
- **Healthcare services.** Access to healthcare is a basic human right, which is often restricted by various stakeholders and, where available, is difficult for particularly vulnerable people to claim because of their lack of residence status ⁽¹⁵⁸⁾. If the needs of vulnerable groups are unmet, their physical and mental health is at high risk. Undetected and untreated illnesses affect health, social and psychological devel-

opment (which, for children, is carried on into adulthood) and could damage public health in general ⁽¹⁵⁹⁾.

- **Legal services.** Access to justice is a basic human right that is often difficult for particularly vulnerable people, including those who lack a residence status ⁽¹⁶⁰⁾.

EU funds' objective

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

Measures

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

- **Adequate standard of living.** Considering the emergency conditions vulnerable groups may face, shelters should be provided as temporary and transitional accommodation with the aim of securing family- and community-based living. In the long term, more attention should be paid to social and private housing. For more information, see the housing scenario above.
 - ✓ **AMIF:** provision of material assistance, including at the border.
 - ✓ **ESF+:** support for addressing material deprivation, through food and/or basic material assistance to the most deprived, including clothing, hygiene goods and school materials.
 - ✓ **ERDF:** building or extending social housing in the community.

⁽¹⁵⁵⁾ FRA, *Fundamental rights of migrants in an irregular situation in the European Union*, 2011 (<http://fra.europa.eu/en/publication/2012/fundamental-rights-migrants-irregular-situation-european-union>).

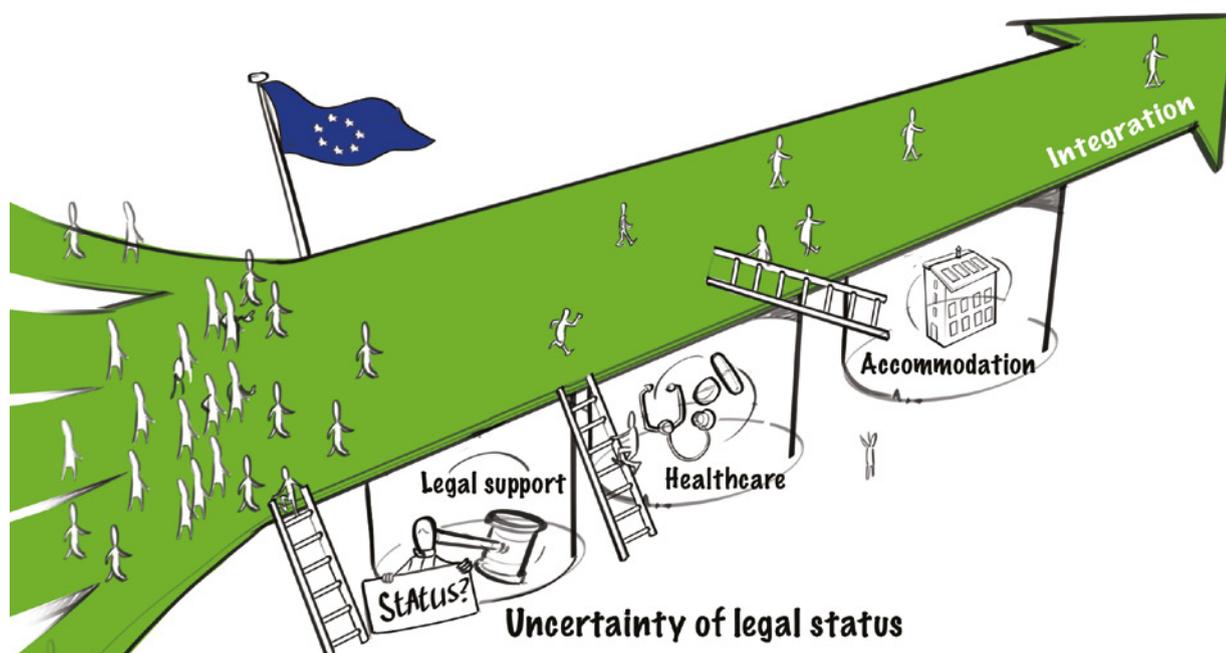
⁽¹⁵⁶⁾ A. Triandafyllidou, *CLANDESTINO Project Final Report*, 2009 (<https://cordis.europa.eu/project/id/44103/reporting>).

⁽¹⁵⁷⁾ PICUM (2013), *Housing and homelessness of undocumented migrants in Europe: Developing strategies and good practices to ensure access to housing and shelter*, 2013 (http://picum.org/Documents/Publi/2014/Annual_Conference_2013_report_HOUSING_EN.pdf).

⁽¹⁵⁸⁾ FRA, *Fundamental rights of migrants in an irregular situation in the European Union*, 2011 (<http://fra.europa.eu/en/publication/2012/fundamental-rights-migrants-irregular-situation-european-union>).

⁽¹⁵⁹⁾ European Health Parliament, 'Healthcare access for undocumented migrants: why it is in Member States' interest to share costs and work early on mental health issues', 2016. (<https://www.healthparliament.eu/wp-content/uploads/2017/09/Healthcare-access-for-undocumented-migrants.pdf>).

⁽¹⁶⁰⁾ FRA, *Fundamental rights of migrants in an irregular situation in the European Union*, 2011 (<http://fra.europa.eu/en/publication/2012/fundamental-rights-migrants-irregular-situation-european-union>); PICUM, *Using legal strategies to enforce undocumented migrants' human rights*, 2013 (http://picum.org/Documents/Publi/2013/Using_Legal_Strategies_to_Enforce_Undocumented_Migrants_Human_Rights.pdf).



- **Healthcare services.** Measures should improve access to mainstream healthcare services. Providing regular preventive care, in particular, is cost-saving for healthcare systems when compared with providing emergency care only ⁽¹⁶¹⁾.
- ✓ **ERDF:** health infrastructure, such as building new or extending capacity, and equipment; improving outreach (e.g. mobile service units); developing integrated centres comprising social and health services.
- ✓ **ESF+:** access to services (preventive, primary and secondary care); training for healthcare staff.
- **Legal services.** Measures should address the structural and practical barriers that hinder particularly vulnerable groups when pursuing legal remedies.

- ✓ **AMIF:** improving access to information; awareness-raising and anti-discrimination campaigns; training stakeholders about the anti-discrimination legal environment, experts, etc.

ACCESS TO HEALTHCARE SERVICES FOR MARGINALISED COMMUNITIES, INCLUDING PEOPLE WITH A MIGRANT BACKGROUND – EUROPEAN REGIONAL DEVELOPMENT FUND SUPPORT IN BELGIUM

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

⁽¹⁶¹⁾ FRA, *Cost of Exclusion from Healthcare – The case of migrants in an irregular situation*, 2015 (<http://fra.europa.eu/en/publication/2015/cost-exclusion-healthcare-case-migrants-irregular-situation>).

5.1.7. Fighting discrimination and misrepresentation

Scene-setter

The needs of people with a migrant background are not necessarily always adequately reflected in mainstream and integration policies designed at different levels (national, regional, local). The integration and participation challenges of people with a migrant background may be exacerbated by their misrepresentation, stereotypes and discrimination across different areas of life, including in the media⁽¹⁶²⁾; a lack of communication with local communities; and representation in the public, policy and political domains. This section covers these areas, taking into account their potentially strong impact on policymaking. Challenges in discrimination and the corresponding measures are also discussed in the education, employment, housing, social care, healthcare and reception scenarios.

Challenges

■ **Discrimination and unequal treatment of people with a migrant background in accessing high-quality public services.** Discrimination is one of the leading factors preventing the equal access to high-quality public services of people with a migrant background, including employment in public service. It can include language, administrative and legal barriers, as well as negative attitudes and misconceptions. According to the FRA EU MIDIS-II survey, 4 out of 10 respondents (38 %) felt discriminated against in one or more areas of daily life in the 5 years before the survey⁽¹⁶³⁾, because of their ethnic or immigrant background. One in four (24 %) experienced discrimi-

ation in the 12 months preceding the survey. 29 % of all respondents who looked for a job and 22 % of those at work in the 5 years before the survey felt discriminated against on this basis⁽¹⁶⁴⁾.

■ **Misrepresentation of the needs and challenges of people with a migrant background in the media.** As presented in a recent Commission communication⁽¹⁶⁵⁾, and confirmed by research⁽¹⁶⁶⁾, media coverage of people with a migrant background can play an important role in informing the opinion of EU citizens. It might be particularly important when media portray migration as a security threat as opposed to beneficial for the host community (e.g. economic contribution, integration)⁽¹⁶⁷⁾. Studies show that threats presented by the media generate negative attitudes towards people with a migrant background. The impact of the news is stronger when immigration and asylum application levels are high⁽¹⁶⁸⁾. Several studies have also found a link between media coverage and the success of populist rhetoric and rise of anti-immigrant sentiment⁽¹⁶⁹⁾. Vote intention is also significantly affected by the media⁽¹⁷⁰⁾.

EU funds' objective

The EU funds should be used to fight discrimination and misrepresentation of people with a migrant background in the media and public opinion, which may have a strong impact on policymaking.

⁽¹⁶²⁾ K. Smets and Ç. Bozdağ, 'Editorial introduction. Representations of immigrants and refugees: News coverage, public opinion and media literacy', *Communications*, Vol. 43, No. 3, 2018, pp. 293–299 (<https://doi.org/10.1515/commun-2018-0011>).

⁽¹⁶³⁾ FRA, *Second European Union Minorities and Discrimination Survey – Main results*, 2017 (https://fra.europa.eu/sites/default/files/fra_uploads/fra-2017-eu-midis-ii-main-results_en.pdf).

⁽¹⁶⁴⁾ FRA, *Second European Union Minorities and Discrimination Survey – Main results*, 2017 (https://fra.europa.eu/sites/default/files/fra_uploads/fra-2017-eu-midis-ii-main-results_en.pdf).

⁽¹⁶⁵⁾ Commission communication – Tackling online disinformation: A European approach (COM(2018) 236 final) (<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52018DC0236>); Joint communication – Action plan against disinformation, JOIN(2018) 36 final (<https://ec.europa.eu/digital-single-market/en/news/action-plan-against-disinformation?fbclid=IwAR14VHA-HiW1-gfHj-xQX3fH1Z4xJArr-j3LsUbJwuNjLvE27yG3YToJXA3Y>).

⁽¹⁶⁶⁾ C. Meltzer, C. Schemer, H. G. Boomgaarden, J. Strömbäck, J.-M. Eberl, N. Theorin and T. Heidenreich, 'Media effects on attitudes towards migration and mobility in the EU: literature review', 2017 (https://www.reminder-project.eu/wp-content/uploads/2017/05/REMINDER_D9_1_Media_effects_migration_mobility_web.pdf); V. Danilova, 'Media and their role in shaping public attitudes towards migrants', United Nations University, 2016 (<https://gcm.unu.edu/publications/articles/media-and-their-role-in-shaping-public-attitudes-towards-migrants.html>).

⁽¹⁶⁷⁾ C. Meltzer, C. Schemer, H. G. Boomgaarden, J. Strömbäck, J.-M. Eberl, N. Theorin and T. Heidenreich, 'Media effects on attitudes towards migration and mobility in the EU: literature review', 2017 (https://www.reminder-project.eu/wp-content/uploads/2017/05/REMINDER_D9_1_Media_effects_migration_mobility_web.pdf).

⁽¹⁶⁸⁾ C. Meltzer, C. Schemer, H. G. Boomgaarden, J. Strömbäck, J.-M. Eberl, N. Theorin and T. Heidenreich, 'Media effects on attitudes towards migration and mobility in the EU: literature review', 2017 (https://www.reminder-project.eu/wp-content/uploads/2017/05/REMINDER_D9_1_Media_effects_migration_mobility_web.pdf).

⁽¹⁶⁹⁾ V. Danilova, 'Media and their role in shaping public attitudes towards migrants', United Nations University, 2016 (<https://gcm.unu.edu/publications/articles/media-and-their-role-in-shaping-public-attitudes-towards-migrants.html>).

⁽¹⁷⁰⁾ H. G. Boomgaarden and R. Vliegenthart, 'Explaining the rise of anti-immigrant parties: the role of news media content', *Electoral Studies*, Vol. 26, No 2, pp. 404–417 (<https://www.sciencedirect.com/science/article/pii/S0261379406001168?via%3Dihub>).

Measures ⁽¹⁷¹⁾

- **Training and capacity building of the media.** To better understand the socioeconomic background and challenges (discriminatory treatment) faced by people with a migrant background and to combat stereotypes, media representatives can participate in tailor-made training, with a specific focus on anti-discrimination and equal opportunities. Such training may also include coaching, on-the-job training and field visits for media representatives. It can further be complemented with internship programmes for young people with a migrant background in the media sector, as well as employment measures to ensure the long-term involvement of people with a migrant background in the media.
 - ✓ **AMIF:** training, coaching, mentoring, on-the-job training, internship programmes.
- **Anti-discrimination campaigns.** To raise awareness about the misrepresentation of people with a migrant background in the media and in the public discourse, targeted anti-discrimination campaigns can be launched by national, regional and local authorities. Campaigns could also be focused on addressing public perception, policymaking and media representation.
 - ✓ **ESF+, AMIF:** measures to raise awareness of anti-discrimination legislation and policies; engagement with local communities, civil society and social partners to fight discrimination, for example information campaigns targeting potential beneficiaries and active outreach initiatives.
- **Legal services.** People with a migrant background often do not have access to legal services or legal representation. This can be addressed through the provision of pro bono legal services, as well as provision of interpretation and information materials in different languages.

- ✓ **AMIF:** provision of information materials in different languages, provision of interpreters, training stakeholders about the anti-discrimination legal environment.

- **Participation and empowerment.** Taking into account the lack of opportunity and capacity of people with a migrant background to participate in policymaking and corresponding consultations, some targeted empowerment and capacity-building measures can be introduced. Such measures may target individuals, NGOs or any other entity representing people with a migrant background.

- ✓ **ESF+, AMIF:** empowerment and capacity building of stakeholders.

- **Capacity building of public administration.** All levels of public administration are closely involved in policymaking, including integration policies for people with a migrant background. A tailor-made training programme can be designed to strengthen the knowledge base, provide skills to address discrimination, and increase a better understanding of needs and barriers in accessing basic services.

- ✓ **ESF+, AMIF, ERDF, TSI:** training programme of public administration at all levels.

- ✓ **AMIF:** development of national, regional and local strategies for integration.

5.2. The role of local authorities in integration

Scene-setter

The competence for the design and implementation of mainstream and integration policies, including for people with a migrant background, varies across Member States and depends on regulatory requirements. Local authorities increasingly provide digital public services, which should be inclusive and accessible for all. Local authorities play an important role in supporting the implementation of integration policies designed by national and regional authorities, and also in developing their own local policies. Ensuring a multilevel governance approach throughout the design, implementation and monitoring of integration policies is crucial to effectively coordinate stakeholders at different levels (local author-

⁽¹⁷¹⁾ For further information, see, for instance, FRA opinions in the following reports: FRA, *Second European Union Minorities and Discrimination Survey – Main results*, 2017 (<https://fra.europa.eu/en/publication/2017/second-european-union-minorities-and-discrimination-survey-main-results>), pp. 13–20; FRA, *Second European Union Minorities and Discrimination Survey Muslims – Selected findings*, 2017 (<https://fra.europa.eu/en/publication/2017/second-european-union-minorities-and-discrimination-survey-muslims-selected>), pp. 9–15; and FRA, *Being Black in the EU*, 2018 (<https://fra.europa.eu/en/publication/2018/being-black-eu>), pp. 9–12. See also '10 keys to effectively communicating human rights' (<https://fra.europa.eu/en/publication/2018/10-keys-ef-fectively-communicating-human-rights>) and 'FRA e-learning' (<https://e-learning.fra.europa.eu/>), in particular the e-media toolkit and Charter e-guidance.

ities and cooperation among them, as well as with regional and national authorities) ⁽¹⁷²⁾.

In its action plan on integration and inclusion for 2021–2027, the European Commission encouraged Member States to facilitate access to EU funding for local and regional authorities through specific calls for proposals and to involve local and regional authorities, together with civil society organisations and social and economic partners, in preparing, revising, implementing and monitoring programmes for the 2021–2027 EU funds.

When implementing national or regional integration policies, local authorities are responsible for translating policies to respond to the local needs and context, in particular in service provision ⁽¹⁷³⁾. This should include, among other things, making education and housing services accessible, inclusive and non-segregated. Another important consideration is the engagement and consultation with the local communities in order to adjust national and regional integration policies to local needs.

Local authorities also have an important responsibility in designing local development strategies, supported through sustainable urban development, CLLD, ITIs and other similar territorial tools designed by the Member States. These should be consistent and be aligned with national and regional policies, which may require strong coordination mechanisms (see the information above on multilevel governance). Integration measures should be an essential part of these strategies, and be combined with other policy areas of local development. Following the regulatory requirements ⁽¹⁷⁴⁾ for integrated territorial development, in addition to an integrated approach (linking up different policy areas in territorial and local strategies) and multilevel governance, partnership with all relevant stakeholders (including consultation with the local communities) is crucial from planning to implementation and monitoring.

⁽¹⁷²⁾ For further reference, see, for instance, FRA, *Integration of Young Refugees in the EU: Good practices and challenges*, 2019 (<https://fra.europa.eu/en/publication/2019/integration-young-refugees-eu-good-practices-and-challenges>).

⁽¹⁷³⁾ Through the use of data, authorities can be better placed to see, understand and respond to the challenges they face. The JRC D4I data set offers opportunities to use data to better understand the situation in specific cities and to compare situations in different locations (https://knowledge4policy.ec.europa.eu/migration-demography/data-integration-d4i_en).

⁽¹⁷⁴⁾ Art. 29 of the CPR covers minimum requirements for territorial strategies; Arts 31–34 of the CPR cover specific CLLD requirements.

Challenges

- **Access to EU funds for local authorities.** Local authorities may face difficulties in accessing EU funds. This may be due to various factors, such as low administrative capacity, political environment, eligibility rules, co-financing requirements, etc.
- **Applicability of international, European and national law at local level.** All levels of government, including local authorities, are subject to international, European and national law legal requirements. For instance, local authorities should also comply with the requirements of human rights laws such as the Charter of Fundamental Rights of the European Union and the racial equality directive. As ‘local arms of the state’, local authorities must put in place actions that ensure the fulfilment of their legal obligations.
- **Partnership and cooperation between national, regional and local stakeholders.** Member States should ensure partnership with local authorities (e.g. consultation on programmes, call for proposals) ⁽¹⁷⁵⁾. Funding authorities are encouraged to involve local authorities as much as possible throughout the programming and implementation of EU-funded measures.
- **Addressing the needs of people with a migrant background in local development strategies.** When local policies fail to respond to the needs of people with a migrant background, this may lead to limited access to services and less participation in economic, political and social activities.
- **High concentration of people with a migrant background in deprived neighbourhoods.** People with a migrant background are often located in deprived neighbourhoods, because of social housing policies and the lack of affordable property prices, together with direct or indirect discriminatory actions. These neighbourhoods might also be isolated (segregated) from mainstream parts of the municipality, which may lead to limited access (i.e. physical access) to good-quality services (see the scenario above on housing).

⁽¹⁷⁵⁾ A. Kullman, *Using EU Funds for supporting cities’ efforts for inclusion of migrants and refugees – Expert guide for urban and funding authorities*, Metropolitan Research Institute, 2017.

- **Participation of people with a migrant background in local policies and actions.** Several barriers have been identified to conducting efficient consultations with communities of people with a migrant background. These may include low levels of language skills, lack of participation in local policymaking and decision-making, lack of knowledge of ongoing initiatives, physical isolation of the community (segregation), mistrust in the management of the local authority, etc.

EU funds' objective

The EU funds should be better used to address the needs and reinforce integration of people with a migrant background at local level.

Measures

In addition to actions supporting integration pathways described in Section 5.1, the following EU funds actions should also be considered.

- **Designing and implementing local development policies.** To support integration measures, local development policies should address the needs of people with a migrant background. This may take the form of a dedicated local integration policy, or be included in local development strategies (e.g. integrated urban development, CLLD, ITI). As a general requirement, local policies should be consistent with national and regional integration policy frameworks, and meet the following criteria.
 - ✓ Develop access to good-quality and mainstream services for people with a migrant background and prevent the creation of parallel (segregated) services.
 - ✓ Have a long-term perspective, to ensure sustainability of measures.
 - ✓ Involve active participation, consultation with and involvement of all relevant stakeholders, for example those responsible for service provision, economic and business partners, civil society, members of the community.
 - ✓ Have a monitoring mechanism and regular update of the policy.
- **AMIF:** design and preparation of policies (pool of experts, studies, conferences, etc.).

- **ESF+:** support the development of integrated active inclusion policies; raise awareness of anti-discrimination legislation and policies; engagement with local communities, civil society and social partners to fight discrimination.

- **AMIF, ESF+, ERDF:** empowerment and capacity building of stakeholders.

- **TSI:** support to all levels of government to implement evidence-based policy reforms.

- **Supporting access to EU funds.** Taking into account the scope of the support of EU funds, the administrative capacity of local authorities can be enhanced by developing skills for managing EU funds, creating networks of experts and training local-authority officials.

- ✓ **AMIF, ESF+, ERDF:** capacity building of local authorities on EU fund management, training, developing expert networks.

- ✓ **AMIF:** 5 % of the 'thematic facility' aims to target local and regional authorities implementing integration measures. Member States can benefit from a 90 % co-financing rate for integration measures implemented by local and regional authorities.

- **Regeneration of deprived neighbourhoods (access to social housing).** Actions addressing the needs of people in deprived neighbourhoods should be comprehensive in responding to the complex needs of people with a migrant background. They should include infrastructure development (building or extending the physical capacity of public services), human capacity reinforcement of services, community developments and actions to improve physical connectivity with other parts of the locality (building and extension of public transport). A potential implication of regeneration is that people with a migrant background might be displaced, even in the form of evictions, because of the increased housing prices and other less affordable services (gentrification) ⁽¹⁷⁶⁾. Investments should include preventive actions (adequate response to needs, proper consultation with the

⁽¹⁷⁶⁾ Gentrification is a process of capital investments and physical upgrade. For further reference, see M. Davidson and L. Lees, 'New build "gentrification" and London's riverside renaissance', *Environment and Planning A*, Vol. 37, 2005, pp. 1165–1190 (<https://wordpress.clarku.edu/mdavidson/files/2011/04/Davidson-and-Lees-2005-New-Build-Gentrification.pdf>).

community, etc.). Regeneration should also tackle spatial and educational segregation of people with a migrant background, which might include mobilisation of families and busing children to schools.

✓ **ERDF, ESF+:** see actions detailed in the scenarios above on education, housing and employment.

■ **Community development and empowerment.** Consultation with the people concerned is an essential part of policymaking. In the case of integration policies addressing the needs of people with a migrant

background, consultation should focus on the needs of the communities. However, it might be inefficient because of some limitations.

✓ **AMIF, ESF+, ERDF:** capacity building of stakeholders involved in community building (e.g. social workers, community mediators), training and empowerment of the members of the community.

✓ **AMIF:** relations with the press (events, field visits for media representatives, etc.).

6. ANNEX

6.1. Overview of terminology

TERM	DEFINITION	SOURCE
Third-country national (TCN)	<p>Any person who is not a citizen of the EU within the meaning of Article 20(1) on the Treaty of the Functioning of the European Union (TFEU) and who is not a person enjoying the EU right to free movement, as defined in Article 2(5) of Regulation (EU) No 2016/399 (Schengen Borders Code).</p> <p>Reference to TCNs shall be understood to include stateless persons and persons with undetermined nationality A person who is not a citizen of the Union, including stateless persons and persons with an undetermined nationality</p>	<p>Article 3(1) of Directive 2008/115/EC (return directive)</p> <p>Article 2(6) of Regulation (EU) No 2016/399 (Schengen Borders Code)</p> <p>Article 2(2) ESF+ Regulation</p>
Asylum seeker / applicant for international protection	A TCN or stateless person who has made an application for international protection in respect of which a final decision has not yet been taken	Directive 2013/32/EU of the European Parliament and of the Council of 26 June 2013 on common procedures for granting and withdrawing international protection
Beneficiary of international protection	A person who has been granted refugee status or subsidiary protection status	Directive 2011/95/EU of the European Parliament and of the Council of 13 December 2011 on standards for the qualification of third-country nationals or stateless persons as beneficiaries of international protection, for a uniform status for refugees or for persons eligible for subsidiary protection, and for the content of the protection granted
Refugee	A TCN who, owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, political opinion or membership of a particular social group, is outside the country of nationality and is unable or, owing to such fear, is unwilling to avail himself or herself of the protection of that country, or a stateless person who, being outside the country of former habitual residence for the same reasons as mentioned above, is unable or, owing to such fear, unwilling to return to it	Directive 2011/95/EU of the European Parliament and of the Council
EU citizen with a migrant background	An EU citizen with a migrant background is a person holding the nationality of a Member State who has a third-country migrant background through his or her foreign-born parents	Treaty on European Union
Stateless person	A person who is not considered a national by any state under the operation of its law	European Migration Network
Mobile EU citizen	An EU citizen (namely, holding the nationality of a Member State) who moves to or resides in a Member State other than that of which they are a national	Directive 2004/38/EC of the European Parliament and of the Council

6.2. European Union legal and policy frameworks in the field of integration

Member States retain the primary responsibility for the integration of people with a migrant background. The legal competence of the EU in the field of integration is limited to providing support and incentives to Member States. For example, the EU promotes exchange and mutual learning, supports the monitoring of integration outcomes across the EU and provides EU funding, in particular through national and regional programmes under shared management. The support provided at EU level in the field of integration has been reinforced through the adoption by the European Commission of the action plan on integration and inclusion for 2021–2027, on 24 November 2020 ⁽¹⁷⁷⁾.

The EU legal and policy frameworks described below serve as the basis for supporting national and regional authorities in the implementation of integration policies for people with a migrant background through the use of EU funds.

Legal framework

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

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

⁽¹⁷⁷⁾ Commission communication – Action plan on integration and inclusion 2021–2027 (COM(2020) 758 final) (https://ec.europa.eu/home-affairs/sites/homeaffairs/files/pdf/action_plan_on_integration_and_inclusion_2021-2027.pdf).

A crucial element of the EU’s anti-discrimination legal framework is the racial equality directive ⁽¹⁷⁸⁾, which sets out the obligation of all Member States to combat discrimination and to ensure that there is no discrimination on the grounds of racial or ethnic origin, notably in social protection, education and access to and supply of goods and services, including housing. EU funds should not be used to perpetuate segregation, which falls within the scope of discriminatory treatment.

The long-term residents directive ⁽¹⁷⁹⁾ describes the conditions in which a non-EU national who has legally resided in an EU Member State for a certain period of time would be granted a uniform set of rights, comparable to those enjoyed by EU citizens.

The directive laying down minimum standards for the reception of asylum seekers ⁽¹⁸⁰⁾ creates EU rules on living (or ‘reception’) conditions for applicants for international protection (asylum seekers or people seeking subsidiary protection) who are waiting for their application to be examined. It aims to guarantee a dignified standard of living for asylum seekers in the EU and to ensure that their human rights are respected.

The single permit directive ⁽¹⁸¹⁾ establishes a single residence and work permit for workers from non-EU countries. It also specifies a range of rights to ensure the equal treatment of the non-EU workers covered by the directive. The UN Convention on the Rights of the Child ⁽¹⁸²⁾, ratified by all EU Member States, sets out a number of key rights of children, including rights to non-discrimination (Article 2), the best interest of the child (Article 3), access to healthcare (Article 24) and education (Article 28).

The common European asylum system is composed of a set of laws that seek to harmonise common minimum standards for asylum across the

⁽¹⁷⁸⁾ Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin, OJ L 180, 19.7.2000, p. 22 (<https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32000L0043&from=en>).

⁽¹⁷⁹⁾ Directive 2003/109/EC of 25 November 2003 concerning the status of third-country nationals who are long-term residents, OJ L 16, 23.1.2004, p. 44 (<https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32003L0109&from=en>).

⁽¹⁸⁰⁾ Directive 2013/33/EU of the European Parliament and of the Council of 26 June 2013 laying down standards for the reception of applicants for international protection, OJ L 180, 29.6.2013, p. 96 (<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32013L0033>).

⁽¹⁸¹⁾ Directive 2011/98/EU of the European Parliament and of the Council of 13 December 2011 on a single application procedure for a single permit for third-country nationals to reside and work in the territory of a Member State and on a common set of rights for third-country workers legally residing in a Member State, OJ L 343, 23.12.2011, p. 1 (<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32011L0033>).

⁽¹⁸²⁾ UN Convention on the Rights of the Child (<http://www.ohchr.org/en/professionalinterest/pages/crc.aspx>).

EU. The legislative texts address, among other issues, asylum procedures and qualifications, and reception conditions. The European Commission has presented legislative proposals to reform the common European asylum system; these are currently under negotiation.

Policy framework

The action plan on integration and inclusion for 2021–2027⁽¹⁸³⁾ promotes inclusion for all, recognising the important contribution of migrants to the EU and addressing the barriers to the participation and inclusion of people with a migrant background, from newcomers to citizens, in European society.

The EU anti-racism action plan for 2020–2025⁽¹⁸⁴⁾ is the European Commission's plan to step up action against racism in the European Union.

The European Pillar of Social Rights⁽¹⁸⁵⁾ and its corresponding action plan to implement the European Pillar of Social Rights⁽¹⁸⁶⁾ promote equal opportunities, quality and inclusive education, childcare and support to children, housing and access to essential services⁽¹⁸⁷⁾.

The guidance on ensuring the respect for the Charter of Fundamental Rights of the European Union when implementing EU funds⁽¹⁸⁸⁾ explains the enforcement of the charter in the context of EU funds and the possible consequences of non-compliance with the charter. It also contains recommendations to the relevant actors on how to carry out the assessment of compliance of the actions with the charter and identifies actions in the context of EU funds that are considered to be actions of implementation of EU law. In addition, it provides a practical tool, the 'fundamental rights checklist', to help Member States to screen EU funds implementing measures vis-à-vis the charter requirements.

The strategy to strengthen the application of the Charter of Fundamental Rights in the EU⁽¹⁸⁹⁾ confirms a renewed commitment to ensure that the charter is applied to its full potential. As of 2021, the Commission will present an annual report that will look into how the Member States apply the charter in a selected thematic area. The strategy is part of the Commission's comprehensive approach to promoting and protecting the fundamental rights and values of the EU.

The EU strategy on the rights of the child⁽¹⁹⁰⁾ and the European Child Guarantee⁽¹⁹¹⁾, adopted on 14 June 2021, aim to better protect all children and to help them exercise their rights. This also includes measures to foster the integration of marginalised children, including children with a migrant background.

The strategy for the rights of persons with disabilities for 2021–2030⁽¹⁹²⁾ intends to tackle the diverse challenges that persons with disabilities face. This may include those who are facing multiple challenges, such as people with a migrant background who may have a certain degree of disability.

The common basic principles for immigrant integration⁽¹⁹³⁾ (2004) lay down the main principles for the integration of migrants at EU level.

The communication on the protection of children in migration⁽¹⁹⁴⁾ (2017) sets out priority actions, including ensuring protection upon arrival, adequate reception conditions for children, effective guardianship, early integration measures, access to inclusive and non-discriminatory education and timely access to healthcare, etc.

⁽¹⁸³⁾ Commission communication – Action plan on integration and inclusion 2021–2027 (COM(2020) 758 final) (https://ec.europa.eu/home-affairs/sites/homeaffairs/files/pdf/action_plan_on_integration_and_inclusion_2021-2027.pdf).

⁽¹⁸⁴⁾ Commission communication – A Union of equality: EU anti-racism action plan 2020–2025 (COM(2020) 565 final) (https://ec.europa.eu/info/sites/info/files/a_union_of_equality_eu_action_plan_against_racism_2020_-2025_en.pdf).

⁽¹⁸⁵⁾ https://ec.europa.eu/info/sites/default/files/social-summit-european-pillar-social-rights-booklet_en.pdf

⁽¹⁸⁶⁾ European Commission, *The European Pillar of Social Rights Action Plan*, 2021 (https://ec.europa.eu/info/files/european-pillar-social-rights-action-plan_en).

⁽¹⁸⁷⁾ Principles 1, 3, 11, 19 and 20.

⁽¹⁸⁸⁾ Commission notice – Guidance on ensuring the respect for the Charter of Fundamental Rights of the European Union when implementing the European Structural and Investment Funds ('ESI Funds'), OJ C 269/1, 23.7.2016, p. 1 ([http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52016XC0723\(01\)&from=EN](http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52016XC0723(01)&from=EN)).

⁽¹⁸⁹⁾ Commission communication – Strategy to strengthen the application of the Charter of Fundamental Rights in the EU (COM(2020) 711 final) (<https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0711&from=EN>).

⁽¹⁹⁰⁾ Commission communication – EU strategy on the rights of the child (COM(2021) 142 final) (<https://eur-lex.europa.eu/legal-content/en/TXT/?uri=CELEX%3A52021DC0142>).

⁽¹⁹¹⁾ Council Recommendation (EU) 2021/1004 of 14 June 2021 establishing a European Child Guarantee (OJ L 223, 22.6.2021, p. 14–23) (<http://data.europa.eu/eli/reco/2021/1004/oj>).

⁽¹⁹²⁾ European Union, *Union of Equality – Strategy for the rights of persons with disabilities 2021–2023*, 2021 (<https://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=8376&furtherPubs=yes>).

⁽¹⁹³⁾ Council of the European Union, Press Release 14615/04, 2004 (http://www.consilium.europa.eu/uedocs/cms_Data/docs/pressData/en/jha/82745.pdf#zoom=100).

⁽¹⁹⁴⁾ Commission communication – The protection of children in migration (COM(2017) 211 final) (https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-migration/20170412_communication_on_the_protection_of_children_in_migration_en.pdf).

6.3. European Union funding regulations

LEGISLATION	ARTICLE	MAIN MEASURES
Common provisions regulation ⁽¹⁹⁵⁾	Article 5(1)(d) and (e)	To support Policy Objective 4: 'a more social and inclusive Europe implementing the European Pillar of Social Rights' To support Policy Objective 5: 'a Europe closer to citizens by fostering the sustainable and integrated development of all types of territories and local initiatives'
	Article 8	To involve relevant stakeholders in the preparation of the Partnership Agreements and programmes. This should be in accordance with the European code of conduct on partnership ⁽¹⁹⁶⁾ . 'Member States shall, where relevant, allocate an appropriate percentage of the resources coming from the Funds for the administrative capacity building of social partners and civil society organisations.'
	Article 9	To ensure respect for fundamental rights and compliance with the Charter of Fundamental Rights of the European Union in the implementation of the funds To take appropriate steps to prevent any discrimination based on racial or ethnic origin during the preparation, implementation, monitoring, reporting and evaluation of programmes
	Article 22(3)(d)(iv)	Content of programmes Programmes should include for each specific objective 'actions safeguarding equality, inclusion and non-discrimination'
	Article 73(1)	'For the selection of operations, the managing authority shall establish and apply criteria and procedures which are non-discriminatory, transparent, ensure accessibility to persons with disabilities, gender equality and take account of the Charter of Fundamental Rights of the European Union and the principle of sustainable development and of the Union policy on the environment in accordance with Articles 11 and 191(1) TFEU'
	Article 15, Annex III	Horizontal enabling conditions: <ul style="list-style-type: none"> ■ to ensure effective application and implementation of the EU Charter of Fundamental Rights ■ to ensure implementation and application of the United Nations Convention on the rights of persons with disabilities (UNCRPD)
	Article 15, Annex IV	Thematic enabling conditions: <ul style="list-style-type: none"> ■ strategic policy framework for the education and training system at all levels ■ national strategic policy framework for social inclusion and poverty reduction (in particular criterion 2) ■ strategic policy framework for health and long-term care

⁽¹⁹⁵⁾ Regulation (EU) 2021/1060 of the European Parliament and of the Council of 24 June 2021 laying down common provisions on the European Regional Development Fund, the European Social Fund Plus, the Cohesion Fund, the Just Transition Fund and the European Maritime, Fisheries and Aquaculture Fund and financial rules for those and for the Asylum, Migration and Integration Fund, the Internal Security Fund and the Instrument for Financial Support for Border Management and Visa Policy (OJ L 231, 30.6.2021, p. 159–706) (<http://data.europa.eu/eli/reg/2021/1060/oj>).

⁽¹⁹⁶⁾ Commission Delegated Regulation (EU) No 240/2014.

LEGISLATION	ARTICLE	MAIN MEASURES
European Social Fund Plus regulation ⁽¹⁹⁷⁾	Article 4(1)(a)–(m)	<ul style="list-style-type: none"> ■ '[I]mproving access to employment and activation measures for all jobseekers, in particular young people, ... long-term unemployed and disadvantaged groups ... promotion of self-employment and the social economy; ■ modernising labour market institutions and services ...; ■ promoting a gender-balanced labour market participation, equal working conditions, and a better work/life balance including through access to affordable childcare, and care for dependent persons; ■ promoting the adaptation of workers, enterprises and entrepreneurs to change, active and healthy ageing and a healthy and well-adapted working environment that addresses health risks; ■ improving the quality, inclusiveness, effectiveness and labour market relevance of education and training systems ...; ■ promoting equal access to and completion of, quality and inclusive education and training, in particular for disadvantaged groups ... and accessibility for persons with disabilities; ■ promoting lifelong learning ...; ■ fostering active inclusion with a view to promoting equal opportunities, non-discrimination and active participation, and to improve employability, in particular for disadvantaged groups ...; ■ promoting socioeconomic integration of third-country nationals, including migrants; ■ promoting socioeconomic integration of marginalised communities, such as Roma people; ■ enhancing equal and timely access to quality, sustainable and affordable services, including services that promote the access to housing and person-centred care including healthcare ...; ■ promoting social integration of people at risk of poverty or social exclusion, including the most deprived persons and children; ■ addressing material deprivation through food and/or basic material assistance to the most deprived, including children, and providing accompanying measures supporting their social inclusion.'

⁽¹⁹⁷⁾ Regulation (EU) 2021/1057 of the European Parliament and of the Council of 24 June 2021 establishing the European Social Fund Plus (ESF+) and repealing Regulation (EU) No 1296/2013 (OJ L 231, 30.6.2021, p. 21–59) (<http://data.europa.eu/eli/reg/2021/1057/oj>).

LEGISLATION	ARTICLE	MAIN MEASURES
	Article 6	<ul style="list-style-type: none"> ■ To support specific targeted actions to promote the principles referred to in paragraphs 2 and 3 of Article 9 of the CPR and Article 28 of the ESF+ regulation ('Horizontal principles') that fall within any of the objectives of the ESF+. These actions may include actions for ensuring accessibility for persons with disabilities, including in terms of ICT, and promoting the transition from institutional care to family- and community-based care
European Regional Development Fund regulation ⁽¹⁹⁸⁾	Article 3(1)(d)(i), (ii), (iv) and (v); Article 3(1)(e)(i) and (ii)	<ul style="list-style-type: none"> ■ To enhance the effectiveness and inclusiveness of labour markets and access to quality employment through developing social infrastructure and promoting social economy ■ To improve equal access to inclusive and quality services in education, training and lifelong learning through developing accessible infrastructure, including by fostering resilience for distance and online education and training ■ To promote the socioeconomic inclusion of marginalised communities, low-income households and disadvantaged groups, including people with special needs, through integrated actions including housing and social services ■ To promote the socioeconomic integration of third-country nationals, including migrants, through integrated actions, including housing and social services ■ To ensure equal access to healthcare and fostering resilience of health systems, including primary care and promoting the transition from institutional to family- and community-based care ■ To foster the integrated and inclusive social, economic and environmental development, culture, natural heritage, sustainable tourism, and security in urban areas ■ To foster the integrated and inclusive social, economic and environmental local development, culture, natural heritage, sustainable tourism and security in areas other than urban areas

⁽¹⁹⁸⁾ Regulation (EU) 2021/1058 of the European Parliament and of the Council of 24 June 2021 on the European Regional Development Fund and on the Cohesion Fund (OJ L 231, 30.6.2021, p. 60–93) (<https://eur-lex.europa.eu/eli/reg/2021/1058>).

LEGISLATION	ARTICLE	MAIN MEASURES
European territorial cooperation goal (Interreg) regulation ⁽¹⁹⁹⁾	Recitals 17 and 22, Articles 14(5) and 15(2)	<ul style="list-style-type: none"> ■ To address cooperation issues on migration, ensuring access to international protection, sharing relevant information, enhancing border control and pursuing common efforts in the fight against irregular migration and migrant smuggling ■ To contribute to the Interreg-specific objective ‘a safer and more secure Europe’, for instance by actions in the fields of border crossing management and mobility and migration management, including the protection and economic and social integration of third-country nationals, including migrants and beneficiaries of international protection
Asylum, Migration and Integration Fund regulation ⁽²⁰⁰⁾	Article 3(2)(b)	<p>Specific objective on integration:</p> <ul style="list-style-type: none"> ■ To strengthen and develop legal migration to the Member States in accordance with their economic and social needs, and to promote and contribute to the effective integration and social inclusion of third-country nationals
	Article 3a	<p>Partnership</p> <ul style="list-style-type: none"> ■ In addition to the stakeholders listed in the CPR, to involve relevant international organisations, non-governmental organisations, such as particular refugee and migrant-led organisations, national human rights institutions and equality bodies, and economic and social partners in the programming
	Article 3(3), Annex II(2)(c) and (d)	<p>Implementation measures focused on integration:</p> <ul style="list-style-type: none"> ■ ‘enhancing cooperation and partnership with third countries for the purpose of managing migration, including through legal avenues of entry to the Union, in the context of global cooperation efforts in the area of migration; ■ promoting integration measures for the social and economic inclusion of third-country nationals and protection measures for vulnerable persons in the context of integration measures, facilitating family reunification and preparing for the active participation of third-country nationals in, and their acceptance by, the receiving society, with the involvement of national and, in particular, regional or local authorities and civil society organisations, including refugee organisations and migrant-led organisations, and social partners’

⁽¹⁹⁹⁾ Regulation (EU) 2021/1059 of the European Parliament and of the Council of 24 June 2021 on specific provisions for the European territorial cooperation goal (Interreg) supported by the European Regional Development Fund and external financing instruments (OJ L 231, 30.6.2021, p. 94–158) (<http://data.europa.eu/eli/reg/2021/1059/oj>).

⁽²⁰⁰⁾ Based on the provisional agreement between the European Parliament and the Council on the proposal for a regulation of the European Parliament and of the Council establishing the Asylum and Migration Fund (2018/0248(COD)). At the time of publishing the toolkit, the final regulatory framework for the 2021–2027 programming period had not been published.

LEGISLATION	ARTICLE	MAIN MEASURES
	Article 6	<p>Gender equality and non-discrimination:</p> <ul style="list-style-type: none"> ■ To ensure the integration of the gender perspective and that gender equality and gender mainstreaming are taken into account and promoted throughout the preparation, implementation, monitoring, reporting and evaluation of programmes and projects ■ To take appropriate steps to exclude any form of discrimination prohibited by Article 21 of the Charter of Fundamental Rights of the European Union during the preparation, implementation, monitoring, reporting and evaluation of programmes and projects
	Article 5, Annex III(3)(g)–(m), Annex III(3)(a) and (h)	<p>Scope of support:</p> <ul style="list-style-type: none"> ■ Within the objectives referred to in Article 3, and in line with the implementation measures listed in Annex II, the Fund shall, in particular, support the actions listed in Annex III ■ Annex III presents a list of actions that are eligible for funding in the area of integration
	Article 5(4)	<p>Target groups:</p> <ul style="list-style-type: none"> ■ To support actions focusing on one or more target groups within the scope of Articles 78 and 79 TFEU
	Article 11(9)	<p>Thematic facility:</p> <ul style="list-style-type: none"> ■ The thematic facility will have a specific window for national, regional and local authorities and civil society organisations implementing integration measures ■ A minimum of 5 % of the initial allocation of the thematic facility shall target the integration measures by local and regional authorities
	Article 15(3), Annex IV	<p>Actions eligible for higher co-financing (90 %):</p> <ul style="list-style-type: none"> ■ Integration measures implemented by local and regional authorities and civil society organisations, including refugee and migrant-led organisations
	Article 16(2)(b)	<p>Minimum percentage for allocation of funding:</p> <ul style="list-style-type: none"> ■ Member States are obliged to allocate in their programmes a minimum of 15 % of their allocated resources to the specific objective on legal migration and integration. They may depart from the minimum percentage only where a detailed explanation is included in the programme as to why allocating resources below this level would not jeopardise the achievement of the objective

LEGISLATION	ARTICLE	MAIN MEASURES
Common agricultural policy strategic plan ⁽²⁰¹⁾ regulation (to be updated) ⁽²⁰²⁾	Article 6(h)	To promote employment, growth, social inclusion and local development in rural areas
	Article 9	'Member States shall design the interventions of their CAP Strategic Plans in accordance with the Charter of Fundamental Rights of the European Union and the general principles of Union law'
	Article 94(3)	'Each Member State shall organise a partnership with the competent regional and local authorities. The partnership shall include at least the following partners: [...] (c) relevant bodies representing civil society and, where relevant, bodies responsible for promoting social inclusion, fundamental rights, gender equality and non-discrimination'
	Article 96	'The assessment of needs referred to in point (a) of Article 95(1) shall include the following: [...] (b) identification of needs for each specific objective set out in Article 6 based on the evidence from the SWOT analysis. All the needs shall be described, regardless whether they will be addressed through the CAP Strategic Plan or not'
	Article 111(2)	'The Member State shall decide the composition of the Monitoring Committee and shall ensure a balanced representation of the relevant public authorities and intermediate bodies and of representatives of the partners referred to in Article 94(3)'
Technical Support Instrument regulation ⁽²⁰³⁾	Article 4	To assist national authorities in improving their capacity to design, develop and implement reforms, including through the exchange of good practices, appropriate processes and methodologies, and a more effective and efficient human resources management, in close cooperation with the Member States concerned
	Article 5(d)	Contribute to improved cohesion, education, smart, fair, sustainable and inclusive growth through reforms in the sectors of education and training, labour market policies, up- and reskilling, the fight against poverty and excessive income inequality, gender equality, social inclusion, asylum and migration (in a broad sense)

⁽²⁰¹⁾ Proposal for a regulation of the European Parliament and of the Council establishing rules on support for strategic plans to be drawn up by Member States under the common agricultural policy (CAP strategic plans) and financed by the European Agricultural Guarantee Fund (EAGF) and by the European Agricultural Fund for Rural Development (EAFRD) and repealing Regulation (EU) No 1305/2013 of the European Parliament and of the Council and Regulation (EU) No 1307/2013 of the European Parliament and of the Council COM/2018/392 final – 2018/0216 (COD) (<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM%3A2018%3A392%3AFIN>).

⁽²⁰²⁾ The CAP strategic plan regulation was not yet published at the time of publishing this toolkit.

⁽²⁰³⁾ Regulation (EU) 2021/240 of the European Parliament and of the Council of 10 February 2021 establishing a Technical Support Instrument (OJ L 57, 18.2.2021, p. 1–16) (<https://eur-lex.europa.eu/eli/reg/2021/240>).

LEGISLATION	ARTICLE	MAIN MEASURES
	Article 8	The instrument shall finance expertise related to policy advice, policy change, formulation of strategies and reform roadmaps, as well as to legislative, institutional, structural and administrative reforms; institutional, administrative or sectoral capacity building; collection of data and statistics; IT capacity building; studies, research, analyses and surveys; communication projects for learning, including e-learning; any other reform-relevant activity

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