

Target-setting for improving the socio-economic situation of migrants and ethnic minorities in Europe

Monitoring the situation of migrants and ethnic minorities - Part 2



european network against racism

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Foreword

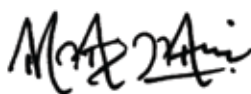
We are delighted to present the second part of an ENAR research project on monitoring and improving the situation of migrants and ethnic minorities in the context of the EU's Lisbon and Europe 2020 strategies, commissioned to the Migration Policy Group.

The first part of the research entitled "The social and employment dimensions of the EU's Lisbon Strategy for growth and jobs: what are the opportunities for monitoring and improving the situation of migrants and ethnic minorities?", which was published in November 2009, assessed whether existing monitoring in relation to migrants and ethnic minorities is effective and suggested options for addressing the limitations identified. This publication goes one step further by recommending that governments consider using target-setting as a tool to improve the situation of migrants and ethnic minorities.

Migrants and ethnic minorities are more vulnerable to social exclusion and have fewer opportunities in relation to education, employment and civic participation when compared to the general population. The stark levels of disadvantage they face call for adequate measures to improve their situation as a matter of priority. To enable migrants and ethnic minorities to maximise their potential and participate in society to the fullest extent possible, governments must put in place a policy framework that is responsive to their needs and capitalises on the benefits of a diverse population.

Governments are increasingly using target-setting as a tool to demonstrate their commitment to tackling issues such as inequality. This publication explores how target-setting can be used to improve the socio-economic situation of migrants and ethnic minorities at both the national and EU levels. It starts by describing the target-setting process, with particular reference to improving the situation of migrants and ethnic minorities. It then considers how this may be done in the context of the relevant long-term EU strategies in this area, namely the Lisbon strategy, which comes to an end this year, and its successor - the Europe 2020 strategy. It also presents a number of national examples of target-setting measures aimed at improving the situation of migrants and ethnic minorities, illustrating the various possible methodologies that may be used depending on the national context with regard to data collection. The argument made in this publication is that target-setting already exists and it works!

Target-setting certainly has the potential to focus much-needed attention and resources in order to improve the situation of migrants and ethnic minorities, as long as the problems and pitfalls with it are also adequately addressed. We hope that the key recommendations to the EU and its Member States proposed in this publication will be put into effect, particularly in relation to the Europe 2020 strategy.



Mohammed Aziz
ENAR Chair



Michaël Privot
ENAR Director

Executive summary



Migrants and ethnic minorities are more vulnerable to unemployment, underemployment and social exclusion than the general population. Their often stark level of disadvantage demonstrates the need to improve the situation of ethnic minorities and migrants as a matter of priority. To enable them to participate in society to the fullest extent possible, governments require a policy framework that supports migrants and ethnic minorities in recognising existing and developing new competences, and which creates a society that is responsive to their needs and capitalises on the benefits of a diverse population. Governments are increasingly using target-setting as a tool for demonstrating their commitment to tackling pertinent issues, such as inequality, and to enable greater accountability over public expenditure. The potential effectiveness of target-setting raises the question: can target-setting be used to improve the socio-economic situation of migrants and ethnic minorities?

Target-setting can be problematic if governments embark on this route lightly as it often leads to the process being poorly thought out and not producing the desired results. This may be, for example, because it was inappropriate to set a target in the first place; the target did not meet the specified criteria; the target was set so high that it was unachievable, or so low that there was little impetus to bolster performance; or a target was measured by an ambiguous indicator which made it difficult to interpret performance, or was measured by an outcome indicator that could not isolate the impact of the policy intervention from other factors.

Target-setting in relation to migrants and ethnic minorities is also challenging, the latter particularly so. One of the requirements of target-setting is that data is available to measure progress. Data on country of birth and nationality, which are proxy variables for capturing migrant status, are collected in large scale social surveys at the EU (e.g. the Labour Force Survey and the Survey on Income and Living Conditions) and national levels and this enables the situation of migrants to be monitored and provides the opportunity for target-setting. Information on ethnicity, however, is not collected and this prevents the setting of targets that aim to improve the situation of disadvantaged ethnic minorities. More importantly, the lack of data prevents knowledge of the extent of their disadvantage. There is a way of getting around this lack of data. Targets to implement (input) and deliver (output) a policy intervention can be used where

there is robust evidence about the effectiveness of certain policy interventions in improving the situation of ethnic minorities, as well as migrants.

There are three key factors that need to be considered to ensure that migration statistics used to set and measure progress against targets are interpreted correctly. Firstly, migration statistics do not account for the fact that migrants have different socio-economic outcomes depending upon the stage of their journey along the migration pathway (with the three phases in the host country being: establishing themselves in their new country, adjusting to socio-economic life, and participating fully in all aspects of life in receiving societies). Secondly, different categories of migrants will have different socio-economic outcomes, e.g. it would be unreasonable to expect a newly arrived refugee, who has been given permission to reside in a Member State on the basis of its commitment to universal human rights, to have the same socio-economic outcome as a newly arrived highly-skilled migrant, who has been given permission to reside in a Member State on the basis of his/her sought-after skills and knowledge. Thirdly, there appears to be a preference for idealistic targets that aim to completely close the gap between the socio-economic situation of migrants and the general population, but such targets incorrectly assume that the barriers relating to the migration experience can be completely removed. It is acknowledged that Member States should make concerted efforts to ensure appropriate policy interventions are in place to overcome barriers relating to the migration experience and to ensure institutions are responsive to the needs of a diverse population. However, such interventions can only reduce (but not completely overcome) the lag in socio-economic outcomes between many new migrants, particularly those migrating for family reasons or international protection, and the general population.

The EU's strategy for this decade, known as Europe 2020, uses targets to establish priorities for the next 10 years. One of the five headline targets is to bring the employment rate to 75%, including through better integration of legal migrants. Although no explicit target has been set for migrants, Member States can be encouraged to set targets and the EU will need to closely monitor the employment rate for migrants to ensure adequate progress is being made. It will also be important for the situation of migrants and ethnic minorities to be monitored closely in relation to the headline targets on improving education levels and

on promoting social inclusion, particularly as the failure to adequately address the situation of migrants and ethnic minorities is one of the contributing factors to the Lisbon strategy not meeting its socio-economic goals. Within Europe 2020, further targets to improve the situation of migrants can also be set in the context of the European Employment strategy, the Platform Against Poverty, and the Education and Training open method of coordination.

National governments can also engage in target-setting to improve the situation of migrants and ethnic minorities. Denmark has formulated a performance management framework to support its long-term objective of securing better integration and cohesion in Danish society. It includes six key targets relating to increasing qualifications, employment, education, Danish language skills, housing and active participation. In Germany the integration of migrants is an essential part of the high-level strategy for sustainable development and one of their 21 targets is to increase the proportion of foreign school leavers that have completed lower secondary education. The Netherlands set a target in the context of their National Reform Programme

to achieve a ‘proportional’ increase in the number of non-western migrants in employment. It has also set targets to increase the number of migrant women taking part in volunteer work; to increase the number of migrants passing the civic integration exam; to cut the lag in language acquisition for pupils leaving primary school; and has made performance agreements with institutes of higher education with targets to increase study achievements among migrant students. The United Kingdom has set targets to increase the political representation of ethnic minority women; to increase the number of ethnic minorities holding public appointments; and thirteen of its cities have set targets to reduce unemployment amongst ethnic minorities. Bulgaria has set targets to improve labour market activation, literacy and qualifications, and to expand entrepreneurship amongst the Roma.

So does target-setting have the potential to focus much-needed attention and resources in order to improve the situation of migrants and ethnic minorities? With cautious optimism it can be answered: yes, so long as the problems and pitfalls with target-setting are adequately addressed.

Key recommendations for the EU and its Member States



- 1 Retain the questions used in the EU Labour Force Survey ad hoc module on the labour market situation of migrants and their immediate descendants in their annual surveys.
- 2 Give consideration to the merits of using input targets for improving the situation of ethnic and religious minorities to overcome problems associated with a lack of data.
- 3 Take the impact of migration reason (economic, family, international protection) and migration pathway stage (establishment, socio-economic adjustment, participation) into consideration when designing targets and interpreting progress against targets.
- 4 Set national targets for migrants, as well as targets for ethnic minorities where disadvantage is well documented and meaningful data exists.
- 5 Use contextual indicators to determine the composition and situation of different types of migrants and migrants with differing periods of residence.
- 6 Repeat the EU Labour Force Survey ad hoc module on the labour market situation of migrants and their immediate descendants in 2020 to enable the situation of different types of migrants to be monitored at the beginning, middle and end of the Europe 2020 strategy.
- 7 Give consideration to setting targets for migrants in benchmark areas in the field of education and training, and ensure that efforts to monitor progress against the benchmarks include disaggregation on migration-related grounds.
- 8 Set an input target to ratify existing treaties that aim to protect the basic human rights of undocumented migrants.
- 9 Use the Lisbon Methodology Working Group (LIME) Assessment Framework to measure progress against targets designed to improve the long-term effectiveness of migration and integration strategies.
- 10 Explore the possibility of setting employment-related targets using indicators from the EU Labour Force Survey.
- 11 Give consideration to setting an EU-level target (and at the very least, national targets) to reduce migrant poverty using EU-level indicators, such as the ‘at-risk-of-poverty rate’ and ‘people living in jobless households’. These indicators should also be used to monitor and interpret progress against Europe 2020’s poverty target, alongside findings from the 2008 and 2014 ad hoc Labour Force Surveys to examine the situation of different types of migrants and those with different lengths of residence.

Introduction



Migrants and ethnic minorities are a group who are vulnerable to social exclusion and who have fewer opportunities in relation to employment, education and civic participation when compared to the general population. Their often stark level of disadvantage demonstrates the need to improve the situation of ethnic minorities and migrants as a matter of priority. To enable them to participate in society to the fullest extent possible, governments require a policy framework that supports migrants and ethnic minorities to develop their competences, as well as having their existing competences recognised, and which creates a society that is responsive to their needs and that capitalises on the benefits of a diverse population.

ENAR commissioned the first part of a research study entitled “The social and employment dimensions of the EU’s Lisbon Strategy: what are the opportunities for monitoring and improving the situation of migrants and ethnic minorities?”, which was published in November 2009. This research paper analyses the social and employment dimensions of the EU’s Lisbon strategy from an anti-racist perspective and provides a tool for stakeholders to develop advocacy strategies on issues of employment and equality. The publication proposes that the knowledge gained from monitoring the situation of migrants and ethnic minorities can be used to effectively plan, deliver and evaluate policy interventions that aim to secure an improvement in their socio-economic life.

This publication forms the second part of ENAR’s study. It takes the process of monitoring the situation of migrants and ethnic minorities one step further by suggesting that governments and organisations consider using target-setting as a tool to improve the situation of migrants and ethnic minorities. Target-setting demonstrates that this issue is a priority, and it establishes an agreed direction, focuses attention and resources, and motivates actors to secure an improvement in the situation of migrants and ethnic minorities.

The first chapter looks at the target-setting process. It clarifies what targets are, when it is appropriate to use targets, how targets should be selected, how ambitious targets should be, the types of targets used to address inequality and the types of indicators for measuring performance against a target. It then examines the process of setting targets for improving the situation of migrants and ethnic minorities, including the policy areas in which targets can be set, the data that is available for measuring progress at the EU and national levels and the factors that result in targets being met.

The second chapter focuses on the Lisbon strategy’s successor, which is known as Europe 2020. It should be noted that the new strategy is in its infancy and its components are still in development.

The chapter examines the headline targets for Europe 2020 and looks at the potential for capitalising on the inclusion of migrants and ethnic minorities in the headline target on employment. It considers the Integrated Guidelines, which will guide activity at the EU and national levels for the next ten years, to highlight dimensions where migrants and ethnic minorities are included and where they are noticeably absent. It shows that the issues of labour migration, undocumented migrants, the Roma and ethnic entrepreneurs are overlooked, and therefore presents suggestions for advocating for their inclusion in Europe 2020. It examines the European Employment Strategy and the Social Inclusion and Protection Strategy, which is to become a ‘Platform against poverty’ and explores the possible avenues for addressing the situation of migrants and ethnic minorities through target-setting, or through monitoring their situation in relation to targets to improve the situation of the population as a whole.

The third chapter presents a number of national examples of target-setting to improve the situation of migrants and ethnic minorities. Each of the examples focuses on target-setting in a different context, including: as part of a whole-of-government approach to sustainable development (Germany), within the context of a National Reform Programme (The Netherlands), to increase the civic and political participation of ethnic minorities (United Kingdom), to overcome the barrier of limited statistical data about the Roma (Bulgaria), to improve labour market outcomes for ethnic minorities at the local level (United Kingdom), in relation to active citizenship and education (The Netherlands), and as part of a comprehensive performance management framework (Denmark).

Throughout the chapters a number of ‘key recommendations’ are presented for improving the situation of migrants and ethnic minorities through target-setting.

Learnings from the three chapters are brought together in the final chapter ‘Conclusions’. The potential for target-setting to improve the situation of migrants and ethnic minorities is highlighted, alongside a number of caveats.

A set of target-setting guidelines and a list of common problems have been produced by the UK government to provide government agencies with advice on the target-setting process, and these are included in Annex A. Schematic diagrams of the Europe 2020 strategy are provided in Annex B, which depict the interrelationship between the EU and national levels, the integrated guidelines and corresponding headline targets, and the objectives, targets and indicators of the three open methods of coordination relating to employment, social inclusion and education and training.

1. Target-setting

What is a target? The terms 'target', 'goal' and 'objective' are often used interchangeably and the differences between them are subtle. Targets, however, a) include specified levels of improvement, b) are time-bound and c) are measurable by indicators¹.

The first part of the chapter addresses questions that should be considered before embarking on target-setting of any kind, and it draws out issues that have particular relevance to migrants and ethnic minorities. The second part of the chapter addresses questions which relate specifically to target-setting for improving the situation of migrants and ethnic minorities.

I. Target-setting:

General considerations

Part I of this chapter addresses the following questions:

- When is it appropriate to set a target?
- What criteria can be used to select a target?
- How ambitious should the target be?
- What types of targets can be used to address inequality?
- What type of indicators can be used to measure performance against the target?

1.1 When is it appropriate to set a target?

Target-setting is not always an appropriate tool for improving performance. Targets should only be used when the following conditions are met²:

- The outcome can be positively affected within the timescale given;
- There is enough predictability in the area of performance for a target to be meaningful;
- A target will help focus attention on a particular area of importance;
- A target will motivate stakeholders to put more effort into finding ways to achieve the stated objective;
- A target would be helpful to demonstrate to the rest of the organisation, the public and other stakeholders that this is regarded as important and there is a commitment to deliver;

- It will be possible to monitor progress against the target without disproportionate cost.

Target-setting is unlikely to be effective if a government or organisation embarks on target-setting without ensuring the above criteria are met. For example, Sweden began developing immigrant integration indicators in 2003. In autumn 2005 the Government had decided upon 24 targets across 11 policy areas to be measured by 69 indicators, which were to be implemented in 2006-2007. However, the project was abolished in autumn 2006 as it was found to be too extensive, detailed, expensive, complicated, unstable and had an unclear purpose³.

1.2 What criteria can be used to select a target?

Targets, and other performance measures, should be⁴:

- **Relevant** to what the organisation is aiming to achieve;
- **Avoid perverse incentives** - it should not encourage unwanted outcomes;
- **Attributable** - the activity measured must be capable of being influenced by actions which can be attributed to the organisation, and it should be clear where accountability lies;
- **Well-defined** - with a clear, unambiguous definition so that data will be collected consistently, and the measure is easy to understand and use;
- **Timely** - producing data regularly enough to track progress and quickly enough for the data to still be useful;
- **Reliable** - accurate enough for its intended use and responsive to change;
- **Comparable** with either past periods or similar programmes elsewhere;
- **Verifiable** - with clear documentation behind it, so that the processes which produce the measure can be validated.

It is not uncommon for targets to be set despite the criteria above not being met, and in such cases target-setting is unlikely to be effective. For example, the Czech Republic's National Action Plan for the Decade of Roma Inclusion 2005-2015, which was produced at the beginning of 2005, contains a target to cut the length of the average

¹ Adapted from: Improvement and Development Agency (2005), "Target-setting - A Practical Guide prepared by the performance, management, measurement and information project PMMI project", August 2007, Audit Commission, London; and Audit Commission (2003), "Targets in the Public Sector", September 2003, London.

² Ibid.

³ Presentation by Tommi Teljosuo, Deputy Director, Ministry of Integration and Gender Equality, Sweden (2009), "Indicators on integration: The Swedish Experience, Conference on "Integration of new Arrivals - Incentives and Work in Focus", Malmö, 15 December 2009.

⁴ Cabinet Office & HM Treasury (2001), "Choosing the Right Fabric. A Framework for Performance Information", March 2001, London.

period that Roma remain unemployed in half by 2006⁵. It is highly unlikely that appropriate policy interventions could be planned and delivered and that outcomes would be apparent in the course of one year, so it is unlikely that progress made towards reducing the Roma unemployment rate could be attributed to the target-setting process. In addition, progress would be measured through the 'number of jobs provided to long-term unemployed registered with labour offices', however, the data was not available at that time. Without data, it was impossible to know if a 50% reduction in employment was an achievable target, or even whether progress towards the target was being made.

1.3 How ambitious should the target be?

Targets vary in their level of ambition and may reflect:

- An ideal - vision, mission, ambition, aspiration, aim;
- A realistic goal - stretched target, target, goal, objective;
- An expectation - standard, minimum standard, planned performance.

It is often said that targets are either set at a level that means they are either always reached (an expectation) or never reached (an ideal), which demonstrates the difficulty of setting a target that is a realistic goal. It is essential that the level of ambition - whether an ideal, a realistic goal or an expectation - is made clear to all stakeholders.

If a target simply states a 'reduction' or an 'increase' without including a numerical level of stretch this "significantly reduces its potential use in effectively allocating resources and undertaking cost-benefit analysis. Nevertheless, it is not always possible to set numerical targets. Where analysis cannot guide the level of stretch, due to either high variability in performance or small numbers included in the target population, it may be more appropriate not to set a target at all"⁶.

1.4 What types of targets can be used to address inequality?

There are two types of targets that are used to address inequalities. Firstly, there are **targets that aim to narrow the gap in performance between a subgroup (for example, migrants and ethnic minorities) and the population as a whole**. These targets may or may not specify the size of the reduction to be achieved. Setting a target of this type provides a strong motivational message of the intention to improve the inequalities gap. However any target that attempts to narrow the gap in performance relative to that of the whole population will be challenging as the situation of the most disadvantaged subgroups will have to be improved faster than the rest of the population. It has been argued that there is the potential to create a perverse incentive whereby the gap in performance can be narrowed

by lowering the performance of the overall population, although this risk can be mitigated by setting a target that continues to drive the performance of the overall population while still targeting a reduction in the inequality gap. Secondly, there are **targets that establish a minimum standard for the population as a whole** to ensure that no one is left behind. However the target design means that failure in one sub-group automatically leads to failure of the target and is therefore challenging to achieve⁷.

In employment and social inclusion at the EU and national levels, targets have tended to establish a minimum standard for the population, as well as for women and older people. Whilst the intention has been that 'no one is left behind', in reality this has not been the case. Overall, the situation of migrants and ethnic minorities has not improved in line with the general population, and it is likely that this is because the factors that lead to unemployment, underemployment and social exclusion of migrants and ethnic minorities differ from those affecting the general population, for example, discrimination, organisations not being responsive to the needs of a diverse population, lack of proficiency in the official language/s of the Member State, restrictions on employment, education, housing, civic participation and social entitlements as a result of citizenship and residence laws. For these reasons, it makes sense that equality **targets focus on improving the situation of migrants and ethnic minorities specifically**. A few Member States have also introduced targets to narrow or close the gap between migrants or ethnic minorities and the population as a whole.

A limitation of **comparing the situation of migrants or ethnic minorities with the population as a whole** is that it **does not take into account the differing socio-economic situation between migrants and the general population**, particularly as migrants are more likely to be in a disadvantaged situation. It might be more appropriate to set a target to close the gap between migrants and a sub-population with similar socio-economic characteristics, and this also ensures that a convergence target is more achievable.

A further limitation of targets that aim at convergence of outcomes is that **there is an implicit, but incorrect, assumption that the barriers relating to the migration experience can be removed**, e.g. lack of fluency in the host country's language, non-recognition of qualifications and limited social networks. Member States should make concerted efforts to ensure appropriate policy interventions are in place to overcome barriers relating to the migration experience and to ensure institutions are responsive to the needs of a diverse population. Such interventions will reduce (but not completely overcome) the lag in socio-economic outcomes between many migrants, particularly those

⁵ Czech Republic (2005), National Action Plan: Decade of Roma Inclusion 2005-2015.

⁶ National Audit Office (2007), "Targeting Inequalities - Good Governance Study", July 2007, London.

⁷ Ibid.

migrating for family reasons or international protection, and the general population. This lag would also be evident amongst ethnic, religious and national minorities with migration backgrounds. The lag associated with the migration experience is evident in figures 1 and 2, which show how labour market outcomes of new migrants improve steadily over a period of years. **Tensions may arise if it is perceived that a socio-economic subgroup (such as migrants or ethnic minorities) are receiving a priority over other subgroups** that may be similarly disadvantaged, as the target-setting process, by its very nature, prioritises one group over others. This situation may also arise where equality targets aim to narrow the gap in performance between a subgroup and the population as a whole. This is one of the perverse effects of setting equality targets that must be considered. In such cases dialogue will be necessary to address the concerns of those disadvantaged groups who feel that resources are not being distributed equitably.

Large scale target-setting also prevents groups whose disadvantage is difficult to determine being prioritised, due to the lack of data in regard to their socio-economic circumstances - for example, the Roma or Muslims. The fact that the socio-economic situation of migrants can be measured by proxy variables is likely to be one of the explanations as to why migrants are receiving priority over ethnic minorities in EU employment and educational policy (which is evident in Chapter 2). Indeed, if data existed to measure the situation of ethnic minorities, they may have received the same level of priority as migrants.

1.5 What type of indicators can be used to measure performance against the target?

Targets may be measured by the following types of indicators:

- Input indicators measure what an organisation has available to carry out the programme or activity in order to achieve an outcome or output.
- Output indicators measure the goods and services produced by a programme or organisation that are provided to the public or to other programmes or organisations.
- Outcome indicators measure the results of a programme compared to its intended purpose⁸.

All three types of indicators are important in improving the situation of migrants and ethnic minorities:

- Input targets, as measured by input indicators, help to provide the resources and infrastructure for implementing policy interventions that will improve the situation of migrants and ethnic minorities. For example, a target to improve the employment rate of migrant and ethnic

minorities through the implementation of specialised migrant and/or ethnic liaison officers in government employment agencies might be that 100% of employment agencies that service areas where migrants and ethnic minorities make up more than 4% of the population have appointed migrant and ethnic liaison officers by 2012.

- Output targets (also called performance targets), as measured by output indicators, help to ensure that specified policy interventions are delivered. For example, a target to offer specialised language tuition to children in compulsory schooling with limited proficiency in the official language/s of the Member State might be that 85% of children with a migrant or ethnic background with limited language proficiency receive intensive language tuition by 2013.
- Outcome targets, as measured by outcome indicators, help to ensure that policy interventions have the desired impact. For example, a target of improving pathways for foreign trained medical professionals to gain recognition might be measured by a 30% increase in the number of foreign trained doctors registered by the General Medical Council by 2015.

Performance against input and output targets can more readily be attributed to the organisation than outcome targets, which can be influenced by outside factors. Despite this, outcome targets are often favoured. The focus on outcome targets reduces the potential for mutual learning as it is not always clear what resulted in the improvement or deterioration, and it is most likely that a number of policy interventions contributed to the outcome. Where there is rigorous evidence of a specific policy intervention's effectiveness in achieving a desired outcome, it might be more appropriate to use input or output targets. **Input and output measures should also be favoured where it is difficult to measure the outcome of a policy intervention** (for example, where data is not available), or where there is debate as to whether the outcome measure is appropriate.

1.6 Advice on setting targets and avoiding common problems

There are a number of stages to go through in order to set a target that is challenging but realistic. The UK's Improvement and Development Agency, in conjunction with the Audit Commission, has produced a set of guidelines, along with a list of common problems with target-setting⁹. These are presented in Annex A.

⁸ Definitions of targets adapted from: Executive Office of the President of the United States (1995), "Primer on Performance Management", Office of Management and Budget, Washington.

⁹ Improvement and Development Agency (2005), "Target-setting - A Practical Guide prepared by the performance, management, measurement and information project PMMI project", August 2007, Audit Commission, London.

II. Target-setting in relation to migrants and ethnic minorities

Part II of this chapter addresses the following questions:

- What does improving the situation of migrants and ethnic minorities entail?
- What are the policy areas in which targets for migrants and ethnic minorities could be set?
- What data is available for measuring progress against targets?
- What factors will result in targets being met?

2.1 What does improving the situation of migrants and ethnic minorities entail?

Target-setting is one mechanism which can be used to improve the situation of migrants and ethnic minorities. How can 'improvement' be defined? One definition is "there is a **convergence of outcomes between migrants and ethnic minorities and the general population**" and many equality targets speak of 'closing the gap'. It should also be recalled that the situation of migrants and ethnic minorities can be explained in part by their socio-economic status. For instance, if migrants and/or ethnic minorities were compared to a broadly similar socio-economic group (while noting that significant variation will be apparent in the socio-economic situation of individuals and groups of migrants and ethnic minorities) then the differences would not be as vast as when compared to the population as a whole. The remaining differences are likely to be attributed to the migration experience and ethnic and cultural dimensions. Understanding the situation of migrants and ethnic minorities comparatively does not give us the whole picture, so what would an improvement in the situation of migrants and ethnic minorities look like? In immigrant integration discourse, it has been proposed that the vision for European integration is "**societies that are able to secure the long-term well-being of all their members**", with the concept of 'well-being' drawn from the Council of Europe's social cohesion indicators¹⁰. The definition of 'well-being' provides a tangible understanding of what it means to 'improve the situation' of any disadvantaged group, including migrants and ethnic minorities¹¹. It has four aspects:

- **Non-discrimination promotes equity** - fair and equal access to available resources and rights. Anti-discrimination measures represent the core policy response.
- **Recognition promotes dignity** - the rights of the individual to recognition and respect. Policy responses in this realm negotiate the right to and limits of self-expression in diverse societies.
- **Development promotes autonomy** - the right of the individual to make his/her own choices and lead an

autonomous life. Policy responses concern access to knowledge, the acquisition of skills and competencies and personal improvement.

- **Participation promotes commitment** - dynamic interactions between active citizens and open, flexible societies. Policy responses encourage individuals to exercise their civic rights. Policy should encourage social bodies to seek out and embrace the contributions of these individuals.

2.2 What are the policy areas in which targets for migrants and ethnic minorities could be set?

Targets to improve the economic participation, social cohesion, education, anti-discrimination and equality, and active citizenship of migrants and ethnic minorities could include:

- In relation to **economic participation**: employment, the recognition of qualifications and skills assessment, vocational training and career development, workforce diversity and capacity-building, self-employment and entrepreneurship, and supplier diversity.
- In relation to **social cohesion**: housing and urban development, social inclusion, social protection, health, as well as other services and activities.
- In relation to **education**: school education, lifelong learning, language competencies, intercultural dialogue including interreligious dialogue, cultural activities and diversity.
- In relation to **anti-discrimination and equality**: anti-discrimination at work, anti-discrimination in service provision, access to justice, equal opportunities and positive action.
- In relation to **active citizenship**: residence, family formation and reunion, work permits, naturalisation, political participation, volunteering and third-sector, consultation, mediation and dialogue platforms, and civic education.

2.3 What data is available for measuring progress against targets?

2.3.1 Migration data

One of the requirements of target-setting is that quantitative data is available to measure progress. However, there is no regularly collected EU-level data source that directly examines the socio-economic situation of migrants. However, data on country of birth and nationality, which are proxy variables for capturing migrant status that do not capture migrant status directly,¹² in large scale social surveys at the EU and national levels enables the situation of migrants to be monitored and provides the opportunity for targets to be set. For example, the EU Labour Force Survey (EU LFS) and the EU Statistics on Income and Living Conditions (EU SILC) both collect data on country of birth and nationality.

¹⁰ Council of Europe (2005), "Concerted development of social cohesion indicators - Methodological guide", August 2005, Strasbourg.

¹¹ The application of the Council of Europe's work on 'well-being' in a conceptual framework of integration is credited to Jan Niessen, Migration Policy Group.

¹² The reason these are proxy variables is that the category 'born outside the Member State / EU' category includes nationals born abroad who are not 'migrants' and excludes the descendants of migrants; and the 'non-national / non-EU' category often excludes migrants (and their descendants) who have been naturalised.

The 2008 and planned 2014 EU LFS ad hoc module on the labour market situation of migrants and their immediate descendants provides a rare opportunity to directly examine the socio-economic outcomes of migrants and their descendants. The information it should reveal about the importance of reason for migration (economic, family or international protection) on socio-economic outcomes may prove to be a catalyst for Member States to develop policy interventions that address the different starting points of different groups of migrants. The LFS ad hoc modules provide information on:

a) Migration related information:

- In addition to information on country of birth, nationality and length of residence; the year citizenship was acquired, whether the person was a national at birth (or since the creation of the country/redefinition of borders), and the mother and father's country of birth.
- The main reason the person had for migrating. Reasons include: employment or intra-corporate transfer; employment - job before migrating / no job found before migrating; study; international protection; accompanying family / family reunification; family formation; and other.
- Whether the duration of the current residence permit/ visa/certificate is limited.


b) Socio-economic information:

- Whether current legal access to the labour market is restricted, e.g. access restricted to: employment for specific employers; self-employment; or not allowing self-employment.
- Whether they have made use of facilities for establishing what their highest qualification equates to in the host country system.
- Whether they need to improve host country language skills to get an appropriate job.
- Main help received in the host country in finding the current job or setting up own business (e.g. relatives/ friends; public employment office; private employment agencies; migrant or ethnic organisation).
- Whether they have used services for labour market integration in the two years following the last arrival (e.g. contact with an adviser for job guidance/ counselling or job search assistance; participation in labour market training/programmes or participation in host country language tuition).

Unfortunately Eurostat has been slow to release the dataset and the findings from the 2008 ad hoc module. Eurostat had indicated that provisional data from the ad hoc module would be available in the second half of 2009, but nearly one year on it is still not available and this presents missed opportunities for learning and for the early identification of problems. In addition, it is not clear whether the data will be used to its fullest extent. Results of the ad hoc module

have been made available by a few Member States (Austria, Cyprus, Slovenia and the UK), but none include **correlations between migration-related factors** (reason for migration, length of residence, acquisition of citizenship, etc.) and **socio-economic factors**. It is hoped that such correlations are examined in Eurostat's findings from the ad hoc module.

Key recommendation 1: Member States retain the questions used in the EU Labour Force Survey ad hoc module in their annual surveys.



Eurostat has an initiative that aims to enhance statistical capacity on all aspects of migration, including through a better coverage of migrants in household surveys,¹³ and it would be hoped that this may lead to the retention of stock questions on migrant status (such as those in the ad hoc module) in the annual EU Labour Force Survey and the EU Statistics on Income and Living Conditions.

In addition to examining the social situation of migrants through household surveys, surveys of migrants could usefully collect information about their social situation. In 2005 the Commission proposed a regulation to the European Parliament and the Council on **community statistics on migration and international protection**, which would see data being collected on the employment status, occupation, industry, level of education and training for newly arrived migrants, migrants usually resident in the Member State, and those who have recently acquired citizenship¹⁴. However, the Council proposed successfully to the European Parliament that this socio-economic disaggregation be deleted on the grounds that data was not available at that time. The resulting Regulation on Community statistics on migration and international protection¹⁵ highlights that there is **“an increasing need for statistical information regarding the profession, education, qualifications and type of activity of migrants”**. Over the past few years Member States have had the opportunity to respond to this need for data. The Regulation on Community statistics on migration and international protection could be amended in the future to include the collection of socio-economic data.

2.3.2 Data on ethnic (and national and religious) minorities

Across Europe there is a lack of data on ethnic, national and religious minorities and this prevents knowledge of the extent of their disadvantage, as well as target-setting to improve their situation.

¹³ Information obtained via correspondence with Isabelle Marquet, European Commission, dated from 08/07/2010.

¹⁴ European Commission (2005), "Proposal for a Regulation of the European Parliament and of the Council on Community statistics on migration and international protection", COM/2005/0375 final, Brussels.

¹⁵ Data relating to this regulation is available on the Eurostat website. See <http://epp.eurostat.ec.europa.eu/portal/page/portal/population/data/database>.

The United Kingdom is the only Member State to routinely collect information on ethnicity in socio-economic surveys. In addition, there is no consistent approach to identifying the Roma in the EU, which makes data collection problematic¹⁶. Data collection on ethnicity by Baltic, central and eastern European countries is aimed at keeping track of national minorities¹⁷ and this could be used to explore the socio-economic situation of disadvantaged national minorities, such as the Roma, and set targets at the national level where appropriate. Information on religious background is not collected in regular large scale social surveys in any Member State¹⁸ nor at the EU level and this also prevents target-setting to improve the situation of religious minorities whose disadvantage is well documented.

Due to the sensitivities around collecting information on ethnicity and religion at the EU and national levels, it is unlikely that such data would be collected routinely in household surveys. However, **consideration could be given to opening a new debate about the merits of collecting information on ethnicity and religion, so long as dialogue with ethnic minority groups and religious institutions demonstrated broad support for such a move.**

The lack of data on ethnicity and religion in large scale social surveys make it very difficult to set outcome targets that aim to improve the situation of disadvantaged ethnic, national and religious minorities. However, input targets that aim to prevent discrimination and support diversity could be used. For example, MIPEX indicators¹⁹ on anti-discrimination could be used to measure the extent to which Member States have implemented policy interventions that prevent discrimination on the basis of ethnic origin, race, religion or nationality (amongst other grounds). If a Member State has a score of 80-99% its policy interventions are deemed to be 'favourable' (a score of 100% indicates best practice). To receive a 'favourable' score, the Member State must have robust laws that prevent discrimination, provide protection from victimisation and have a strong enforcement mechanism; equality bodies that have a robust legal standing to help all victims; and it should promote public dialogue on anti-discrimination and systematically promotes equality. In the 2007 MIPEX, Sweden, Portugal, Hungary, the UK, the Netherlands and France had 'favourable' policies. An EU-level target could be set to increase the number of Member States with 'favourable' ratings by a certain year, or a Member State

could undertake to increase its own rating over a specific time period.

Key recommendation 2: Consideration is given to the merits of using input targets for improving the situation of ethnic and religious minorities to overcome problems associated with a lack of data.



2.3.3 Caveats for interpreting migration statistics

Data on the socio-economic situation of migrants combines very different groups of migrants. The poor outcomes of particular subgroups of migrants may be hidden by the stronger performance of other subgroups. In particular, the data does not account for differences due to a migrant's reason for migration and stage of integration.

a) Migration reasons

Convergence of socio-economic outcomes is often an objective of target-setting in relation to migrants. However, convergence should not be an expectation for labour migrants. Labour migrants should actually exceed rates of general population as they have been selected because of their employability - if the rates of more recent labour migrants are not higher than the employment rate of the general population then the labour migration programme is ineffective²⁰. The (potentially) higher socio-economic outcomes of labour migrants may also mask the poor performance of family migrants and those who have sought international protection.

People with a need for international protection are given permission to reside in a Member State on the basis of its commitment to universal human rights principles and international law. People genuinely in need of international protection will have experienced trauma, and perhaps torture, and many, particularly those who have arrived under resettlement programmes, will have had little access to basic services such as health and education. While every effort should be made to ensure that people enjoying international protection are socio-economically integrated, it would be unreasonable to expect them to have the same outcomes as natives as they, unlike labour migrants, are not selected for economic reasons.

Family migrants are allowed to remain on the basis of their relationship with their sponsor in the host country, rather than for economic reasons. Family migrants face barriers to their socio-economic integration, but not to the same extent as persons enjoying international protection (however, if the sponsor was enjoying international protection, the family migrant would also face similar obstacles). Hence it would be

16 European Parliament (2008), "The social situation of the Roma and their improved access to the labour market in the EU", IP/A/EMPL/FWC/2006-05/SC4, Brussels.

17 Jacobs, D. et al (2009), "The challenge of measuring immigrants origin", *Journal of International Migration and Integration*. 10: 67-88.

18 Noting that the UK did collect information on religion in its 2000 census.

19 The Migrant Integration Policy Index (MIPEX) measures policies to integrate migrants in 25 EU Member States and three non-EU countries. It uses over 140 policy indicators to create a rich, multi-dimensional picture of migrants' opportunities to participate in European societies. MIPEX covers six policy areas which shape a migrant's journey to full citizenship, including anti-discrimination; labour market access; political participation and access to family reunion, long-term residence status and nationality. MIPEX is led by Migration Policy Group (MPG) and the British Council. See www.integrationindex.eu.

20 It is likely that the employment rates of highly skilled migrants will remain high, but if labour migrants were unskilled or low-skilled they may have been more vulnerable to structural changes in employment and their initially high employment rates may have tapered off over time. The employment rates of persons who migrated during different periods may also be a useful indicator of the effectiveness of previous labour migration programmes.

expected that the employment rates of family migrants would be lower than the general population, but higher than for persons enjoying international protection.

In addition, migrants who fall into the different established categories meet different settlement conditions through subsequent entry and residence requirements, and this will also impact on their socio-economic situation.

b) Migration pathways

The migration pathway begins when migrants leave their country of origin or country of residence, and involves establishing themselves in their new country, adjusting to socio-economic life, and ends when they are able to participate fully in all aspects of life in receiving societies. For many the journey along the migration pathway may be completed, not by themselves, but by their children or grandchildren.²¹ One cannot expect migrants who are in the 'establishment phase' to have the same outcomes as those who are in the 'participation phase'. While it is important to acknowledge these differences exist, receiving societies can also speed up a migrant's journey along the migration pathway by improving the effectiveness of policy interventions that facilitate establishment, socio-economic integration and participation.

c) Evidence of the impact of reason for migration and the migration pathway

The impact of migration reasons and the importance of the 'establishment' phase of integration on labour market outcomes is clearly demonstrated in figure 1, which highlights

that fact that labour migrants have substantially higher employment and participation rates than family migrants, and the difference is even greater when compared to persons enjoying international protection. It also demonstrates the significant improvement in labour market outcomes from 6 months to 18 months after arrival.

The impact of the migration pathway stage on participation in the labour market and education for refugees and family migrants is seen clearly in the Danish example in Figure 2, with marked gains in the 'establishment' stage and steady improvements over several years.

Data from countries such as Denmark and Australia could be used to determine, on average, how many years a migrant spends in the 'establishment' and 'socio-economic integration' phases before they enter into the 'participation' phase, and corresponding categories could be constructed, e.g. unemployment rates of non-EU nationals resident 0-2 years, 3-7 years, 8+ years.

Key recommendation 3: The impact of migration reason (economic, family, international protection) and migration pathway stage (establishment, socio-economic adjustment, participation) are taken into consideration when designing targets and interpreting progress against targets.




Figure 1: Disparities in unemployment rates and participation rates of new migrants by migration category and integration phase - evidence from Australia²²

Migration category	Unemployment rate 6 months after arrival	Unemployment rate 18 months after arrival	Participation rate 6 months after arrival	Participation rate 18 months after arrival
<i>Labour migrants</i>				
• Business skills	8%	0%	54%	80%
• Nominated by employer	0%	0%	99%	100%
• Skilled - Independent	8%	7%	89%	92%
• Skilled - Sponsored by family	21%	6%	85%	87%
<i>Family members</i>	22%	13%	53%	62%
<i>Refugee and humanitarian entrants</i>	71%	43%	18%	32%

Note: Employment rates are for the principal applicants only, i.e. they exclude accompanying family members.

21 For further information on migration stages, see Chapter 0 'Migration pathway and policy streams' in Kate, M. and Niessen, J (2008), "Locating immigrant integration policy measures in the machinery of the European Commission, 2nd Edition", Report prepared by MPG with the European Programme on Integration and Migration.

22 Statistics from the 2nd Longitudinal Study of Migrants to Australia 1999-2000 (LSIAM) as presented in: Commonwealth of Australia (2009), "Fact Sheet 14 - Migrant Labour Market Outcomes", Department of Immigration and Citizenship, Canberra.

Figure 2: Denmark - The percentage of refugees and reunified persons who have commenced employment or a course of education (of at least 6 months) in the period 1999-2007²³

Year of obtaining residence permit	Number of years after receiving residence permit							
	1	2	3	4	5	6	7	8
1999	18.7	30.2	39.5	47.2	52.0	56.0	60.0	64.0
2000	15.2	26.4	36.7	43.8	50.4	55.3	60.0	
2001	15.7	26.4	38.0	46.4	53.3	59.5		
2002	17.7	30.6	42.7	52.3	59.9			
2003	18.4	35.0	48.7	59.8				
2004	24.1	41.0	55.5					
2005	25.4	44.0						
2006	29.0							

Source: Benchmarking analysis of the integration in the municipalities measured on employment of foreigners, 1999-2007. AKF, January 2009. Note: The figures have not been adjusted for those foreigners who arrive over the years who may have different characteristics.

More detailed information on data for monitoring the situation of migrants and ethnic minorities is available in ENAR's publication on the social and employment dimensions of the EU's Lisbon strategy²³ (the first part of this study).

2.4 What factors will result in targets being met?

Targets designed to improve the situation of migrants and ethnic minorities require the design, implementation and maintenance of effective policy interventions, which include:²⁴

- A legislative framework (input) provides rules for equal opportunity and anti-discrimination, political and civic participation, and immigration, residence and citizenship. It also provides reinforcement mechanisms, such as equality bodies, and implementation measures (outputs). The outcome is a regulated and equal opportunities environment.
- Policy measures (input) remove obstacles to integration and social inclusion and build on facilitators, including positive action, lifelong acquisition of skills and competences (personal development) and opening up of mainstream institutions (organisational change). The outcome is a population with skills and competence to act in a diverse society and open and inclusive organisations responsive to a diverse population.
- A budget (input) is allocated to relevant activities in the form of direct and indirect support, subsidies, soft loans,

etc (outputs). The outcome is a vibrant community of actors.

- A dialogue and negotiation infrastructure (input) leads to productive exchanges and agreements between stakeholders on the equal distribution of resources and opportunities among often competing groups (output). The outcome is trust among stakeholders.
- Governmental agencies, institutions and civil society organisations are empowered to provide services to a diverse population accommodating general and specific needs (input). Service provision charters and management principles are adopted on the basis of which services are delivered (outputs). The outcome is a better equipped and well-served population.

These various policy instruments provide the inputs, outputs and outcomes which result in migrants and ethnic minorities living in a society in which they have equal rights and resources, dignity and respect, lead an autonomous life and participate actively.

In setting targets, policy makers should map the various policy interventions that impact (whether positively or negatively) on the situation of migrants and ethnic minorities, so that they have a greater understanding of the determinants of their situation and are able to assess how effective target-setting is (or could be). This is of particular importance as governments tend to favour outcome targets to measure the impact of a policy intervention, but in practice it is often the interplay of various policy interventions, as well as external factors, that leads to the outcome that is being measured.

²³ See Chapter 2 on data options for monitoring the situation of migrants and ethnic minorities in: Kate, M (2009). "The social and employment dimensions of the EU's Lisbon strategy for growth and jobs: What are the opportunities for monitoring and improving the situation of migrants and ethnic minorities", European Network Against Racism, Brussels, available at <http://cms.horus.be/files/99935/MediaArchive/publications/publicationSocialInclusion-final-lowres.pdf>.

²⁴ Conceptual framework developed by Jan Niessen (2009) and presented in "Developing and using European integration indicators", Background paper prepared for the Swedish Presidency Conference "Integration of New Arrivals - Incentives and work in focus", Malmo, 14-16 December 2009.

2. Target-setting at the EU level

This chapter examines the use of target-setting in the context of the EU's long-term strategies, namely the 'Lisbon strategy', which comes to an end in 2010, and its successor 'Europe 2020'. These long-term strategies have used targets as a way of setting priorities for action at the EU and national levels. It examines three dimensions of the Lisbon and Europe 2020 strategies: the overarching strategy (Part I), the European Employment Strategy (Part II) and the Social Inclusion and Social Protection Strategy (Part III), which is to be transformed into the 'Platform against poverty'. This chapter identifies the target-setting that is occurring with a view to locating opportunities for improving the situation of migrants and ethnic minorities.

The scope of this study is to examine the socio-economic dimensions of EU policy. It does not extend to include efforts to strengthen the EU as an area of freedom, security and justice, including through the development of a common immigration policy and a framework for the integration of legally resident 'third-country nationals'. It should be noted, however, that in December 2009, the EU Council agreed that core indicators in a limited number of relevant policy areas - namely employment, education and social inclusion - should be developed for monitoring the results of integration policies in order to increase the comparability of national experiences and reinforce the European learning process²⁵. At the European Ministerial Conference on Integration in Zaragoza in April 2010 'active citizenship' was added as a fourth policy area. Although there are no plans afoot to set targets, any new data generated for monitoring integration policies may prove useful for setting targets and monitoring progress in the context of Europe 2020.

I. The overarching strategies: 'Lisbon' and 'Europe 2020'

1.1 The Lisbon strategy

At the March 2000 European Council in Lisbon, EU Heads of State or Government set a strategic goal for 2010: **"to become the most competitive and dynamic knowledge-based economy in the world capable of sustainable economic growth with more and better jobs and greater**

social cohesion²⁶ and a sustainable environment"²⁷. Ten years on, it is clear that the Lisbon strategy has not been successful in transforming the EU into the world's most dynamic, knowledge-based economy, which still lags seriously behind its rivals the US and Japan.

During the first half of the Lisbon strategy there was a plethora of different targets, however, these were reduced to two headline targets for 2010 when the Lisbon strategy was re-launched in 2005. These were:

- total (public and private) investment of 3% of Europe's GDP in Research & Development;
- an employment rate of 70% (the proportion of Europe's working age population in employment).

These two targets will not be reached by the end of 2010. The EU employment rate reached 66% in 2008 (from 62% in 2000) before it dropped back again as a result of the global financial crisis. By 2009 the 70% target was reached by the Netherlands, Denmark, Sweden, Austria, Germany and Cyprus (the UK and Finland met the target in 2008, but dropped below 70% in 2009). The total Research & Development expenditure in the EU only improved marginally (from 1.82% in 2000 to 1.9% in 2008) and the target of 3% has only been met by Sweden and Finland.

The European Commission acknowledges that the very nature of EU-level targets "represented a one-size-fits-all approach which was neither broken down into individual national targets, nor did it take account of the starting positions of Member States or their comparative advantages. It also seems that this approach to setting targets at the EU level contributed to a general lack of ownership of the Lisbon strategy at operational level"²⁸. Lack of ownership and overly ambitious targets are two common reasons target-setting does not produce desired results (see Annex A).

The situation of migrants and ethnic minorities was overlooked at the 2000 Lisbon Council meeting, but steadily gained attention. Although migrants and ethnic minorities (the Roma in particular) were targeted in relation to social inclusion and education, they were most often targeted in the context of them forming a vulnerable or disadvantaged

²⁵ European Council (2009), "The Stockholm Programme - An open and secure Europe serving and protecting the citizens", Brussels, 2 December 2009, 17024/09.

²⁶ European Council (2000), "Lisbon European Council 23 and 24 March 2000: Presidency Conclusions", Brussels.

²⁷ The last objective was added in the course of the Gothenburg summit in June 2001.

²⁸ European Commission (2010), "Commission Staff Working Document: Lisbon Strategy evaluation document", Brussels, 2.2.2010, SEC(2010) 114 final.

group requiring assistance and motivation to enter into the labour market. However, **the Lisbon strategy contained no specific targets to improve the situation of migrants and ethnic minorities.**

1.2 Europe 2020

The post-Lisbon strategy is known as the “Europe 2020 Strategy” and has been designed to help Europe exit and move beyond the unprecedented economic crisis that has wiped out the steady gains in economic growth and job creation achieved over the past decade.

The new strategy has three priorities:²⁹

- 1 Smart growth: developing an economy based on knowledge and innovation.
- 2 Sustainable growth: promoting a more resource-efficient, greener and more competitive economy.
- 3 Inclusive growth: fostering a high-employment economy that delivers economic, social and territorial cohesion.

Europe 2020, like its predecessor the Lisbon strategy, will be implemented through the open method of coordination (OMC). This framework for cooperation between the Member States enables national policies to be directed towards common European objectives and is based principally on jointly identifying and defining objectives to be achieved, which are adopted by the Council; jointly established measuring instruments (statistics, indicators, guidelines); benchmarking, i.e. comparison of the Member States’ performance and exchange of best practices, which is monitored by the European Commission. It is implemented by an overarching OMC process (the focus of this part of the chapter) and there are numerous subject-specific OMCs including in employment: the European Employment Strategy (the focus of Part II), social inclusion: the Social Protection and Social Inclusion OMC (the focus of Part III), and the Education and Training OMC (which is addressed in Box B). The EU and Member States will work to implement the strategy through seven flagship initiatives, which include “An Agenda for new skills and jobs” (see Part II) and the “Platform against poverty” (see Part III).

At the national level, Member States will draw up National Reform Programmes (as they did under the Lisbon strategy), which set out the detail of the actions they will undertake to implement Europe 2020, with a particular emphasis on efforts to meet the national targets that have been set in view of headline targets for the Europe 2020 strategy (see below). Member States are required to submit National Reform Programmes by March 2011.

In addition, the Council may adopt, by a qualified majority, country-specific recommendations that set out priority areas

for reform. Member States take these recommendations and develop action plans to address them within their National Reform Programmes. **There are country-specific recommendations in the context of the Lisbon strategy currently in force with regard to integrating migrants into the labour market and economic migration** in a number of countries (none relate to ethnic minorities)³⁰. Country-specific recommendations in the context of Europe 2020 will be adopted by the European Council in March 2011. After this time, the new ‘European Semester’ comes into effect and country-specific recommendations will be presented by the Commission in June of each year. The Commission may issue ‘policy warnings’ where a Member State made insufficient progress in addressing a country-specific recommendation.

Schematic diagrams of the Europe 2020 strategy are provided in Annex B. These depict the interrelationship between the EU and national levels; the integrated guidelines and corresponding headline targets; and the objectives, targets and indicators of the three open methods of coordination relating to employment, social inclusion and education and training.

1.3 Headline targets

The European Council³¹ agreed on the following headline targets, which constitute shared objectives guiding the action of the Member States and of the European Union:

1. Aiming to **bring to 75% the employment rate** for women and men aged 20-64, including through the greater participation of youth, older workers and low skilled workers and the **better integration of legal migrants**;
2. Improving the conditions for research and development, in particular with the aim of bringing combined public and private investment levels in this sector to 3% of GDP - the Commission will elaborate an indicator reflecting R&D and innovation intensity;
3. Reducing greenhouse gas emissions by 20% compared to 1990 levels; increasing the share of renewables in final energy consumption to 20%; and moving towards a 20% increase in energy efficiency; to move to a 30% reduction by 2020 compared to 1990 levels as its conditional offer with a view to a global and comprehensive agreement for the period beyond 2012³²;
4. Improving education levels, in particular by aiming to **reduce school drop-out rates** to less than 10% and by increasing the share of 30-34 years old having **completed tertiary or equivalent education** to at least 40%;
5. Promoting social inclusion, in particular through the reduction of poverty, by **aiming to lift at least 20 million people out of the risk of poverty and exclusion.**

²⁹ European Commission (2010), “Europe 2020: A European strategy for smart, sustainable and inclusive growth”, 3.3.2010, COM(2010) 2020, Brussels.

³⁰ Council Recommendation of 14 May 2008 on the 2008 update of the broad guidelines for the economic policies of the Member States and the Community and on the implementation of Member States’ employment policies (2008/399/EC).

³¹ European Council (2010), 17 June 2010 - Conclusions, EUCO 13/10, Brussels.

³² Provided that other developed countries commit themselves to comparable emission reductions and that developing countries contribute adequately according to their responsibilities and respective capabilities.

The targets are not aimed solely at increasing the EU's economic growth potential, but reflect the broader objectives of the EU. EU President Herman Van Rompuy said the **targets set by the leaders "represent an overview of the European model", a social market economy framework with broad environmental content**, explaining that "this is the model we have inherited, and the one we want to pass on to future generations"³³. This is an **important clarification to make as the Lisbon Strategy focused on being the world's best economy and saw its rivals as the United States and Japan, who do not share the same social (or environmental) objectives as the EU.**

The headline targets were presented by President of the European Commission, José Manuel Barroso, as being "carefully chosen", however it is not clear whether a specific target-setting methodology or criteria was used to set them. The lack of consensus among Member States and the level of criticism of the chosen targets would suggest that a rigorous selection process was not followed. In March 2010 EU leaders failed to agree on the headline targets on education and poverty. Governments questioned the EU's legal right to set targets on education³⁴ and poverty and could only broadly agree on the importance of improving education and tackling social exclusion.

Several Member States attempted to remove poverty from the 2020 strategy altogether, arguing that it is beyond the EU's competence and too difficult to measure. Slovakia, the Czech Republic, Poland and Hungary questioned the proposed poverty target on the basis that the situation in respective countries regarding poverty differed greatly, and it was also suggested that creating jobs is the primary tool for tackling social exclusion, making explicit references to poverty unnecessary. It should be noted that one of the key findings of the evaluation of the Lisbon strategy was that employment increases have not sufficiently reached those furthest away from the labour market, and jobs have not always succeeded in lifting people out of poverty³⁵. **The inclusion of a headline target on poverty highlights the fact that Europe 2020 is not solely an economic strategy, but the current lack of ownership of this target by a number of Member States may reduce its potential impact.**

The target for innovation performance has also been criticised for being simplistic and misleading as high spending on research and development does not necessarily lead to improved economic performance. The Commission and the

Council acknowledge the urgent need for a more sophisticated indicator that would reflect research & development and innovation³⁶. Given the wide recognition of the limitations of this indicator, it seems unlikely that Member States will take considerable steps to reach this headline target.

The Council recommends that progress towards meeting **the EU and national targets should be monitored rigorously** by the European Council at least annually on the basis of contributions from the European Commission³⁷. **If Europe 2020 is to be effective it is important that the progress made by Member States is transparent.** In the Lisbon strategy Member States were largely protected from scrutiny with progress against performance targets and indicators generally produced for the EU as a whole, which hampered mutual learning³⁸. The Council also suggests consideration be given to setting **intermediate milestones** towards achieving the targets set for 2020. If intermediate milestones are to be met, it will be important that these are cognisant of economic forecasts and the speed at which new policy interventions will produce results, or they will not adequately reflect the level of mid-term progress that needs to be made to ensure the targets are reached.

1.4 Inclusion of migrants and ethnic minorities in Europe 2020 headline targets

The first headline target on employment makes a welcome reference to migrants. However, **no explicit target rate is set for migrants**. Given the various composition of migrant populations in each Member State, it may not be appropriate to set an EU target on the migrant employment rate, but this should be strongly encouraged at the national level. The inclusion of migrants in a headline target is a breakthrough which all policy actors should capitalise upon. The need for indicators to measure performance against these targets precludes the **inclusion of ethnic minorities** (as these are not available at the EU level), however, this **can be encouraged at the national level where such data is collected** or could be collected in the future.

Key recommendation 4: Member States should be required to set national targets for migrants and encouraged to set targets for ethnic minorities where disadvantage is well documented and meaningful data exists.



33 Spanish Presidency 2010, "EU agrees on five basic areas for its 2020 economic strategy, including battle against poverty", 26-03-2010, www.eu2010.es/en/documentos/noticias/noticias/mar25_consejoprivavera.html and European Council (2010), Conclusions on Europe 2020, adopted by the Council (Ecofin) on 16 March 2010.

34 Germany, for instance, criticised a target of ensuring that at least 40% of youngsters have a degree or diploma and reducing the share of early school leavers to under 10% on the grounds that the federal government has given up jurisdiction for education to its regions, hence its federal competences would be infringed.

35 European Commission (2010), "Commission Staff Working Document: Lisbon Strategy evaluation document", Brussels, 2.2.2010 SEC(2010) 114 final.

36 EurActiv (2010), "EU leaders split over 2020 economic targets", 25 March 2010, www.euractiv.com/en/priorities/eu-leaders-split-over-2020-economic-targets-news-379167.

37 European Council (2010), Conclusions on Europe 2020, adopted by the Council (Ecofin) on 16 March 2010.

38 This was the case both before the mid-term review of the Lisbon Strategy [see: High Level Group (2004), "Facing the challenge - The Lisbon strategy for growth and employment: Report from the High Level Group chaired by Wim Kok", November 2004, Brussels] and post mid-term review [see Kate, M (2009), "The social and employment dimensions of the EU's Lisbon strategy for growth and jobs: What are the opportunities for monitoring and improving the situation of migrants and ethnic minorities", European Network Against Racism, Brussels].

It is likely that the progress in meeting the headline target on employment will include a **disaggregation of the employment rate to examine people born outside the Member State or the EU, or people who are nationals of another Member State or a non-EU country** (both proxy indicators of migrant status). The data is likely to be from the EU Labour Force Survey, which does not collect information on a respondent's right to reside in the country. Hence the policy interventions are intended to target legal migrants only, but the indicator captures the situation of all migrants regardless of legality. This may have impact on the reliability of the data, but more interestingly, it may also create a situation where Member States focus on all migrants in order to make progress against the chosen measure.

Contextual indicators are essential to ensure that progress against meeting the headline indicator can be interpreted correctly. Labour migrants generally have a higher employment rate than nationals as they have been chosen on the basis of their skills and employability, and their inclusion in the data-set artificially inflates the employment rate of migrants entering for family reasons or for international protection, who are most at risk of unemployment and social exclusion (see Part II of Chapter 1 for further information). Furthermore, it does not take into account that socio-economic outcomes of migrants improve over time as they move out of the 'establishment' phase, through the 'socio-economic integration stage' and into the 'participation phase'.

Potential contextual indicators include:

- The **proportion of labour migrants** as compared to persons who have migrated for family or humanitarian reasons, i.e. the higher proportion of labour migrants may explain higher employment rates in some Member States;
- Data from the Labour Force Survey's 2008 and 2014 ad hoc module on the labour market situation of migrants and their immediate descendants that **disaggregates employment rates by reason for migration**, e.g. employment, study, international protection, family reunification or formation;
- Data from the EU Labour Force Survey, which collects information on length of residence as well as nationality and country of birth, can be used to **examine the situation of migrants with different periods of residence**.

Key recommendation 5: Contextual indicators are used to determine the composition of different types of migrants, the situation of different types of migrants and migrants with differing periods of residence.

The value of the Labour Force Survey's ad hoc module on the labour market situation of migrants and their immediate descendants in providing information on the different types of migrants could be capitalised upon if it were to be repeated in 2020, i.e. at six year intervals. The 2008 results are likely to become available in 2010, which provides a baseline; 2014 data would enable a mid-term review, and 2020 would enable an evaluation of the impact of Europe 2020 on the situation of migrants.

Key recommendation 6: The ad hoc module on the labour market situation of migrants and their immediate descendants be repeated in 2020 to enable the situation of different types of migrants to be monitored at the beginning, middle and end of the Europe 2020 strategy.



Disaggregation by migrant status should also be proposed for the indicators measuring progress in meeting the headline targets on improving education levels, particularly as migrants are much more likely to drop out of school, and are less likely to have entered or completed tertiary education. Regarding promoting social inclusion, they are much more likely to live in poverty and exclusion. This is discussed in more detail in Box B on the Education and Training OMC and in Part III on the Social OMC.

1.5 Europe 2020 Integrated Guidelines

The Integrated Guidelines for the Europe 2020 strategy proposed by the Commission were adopted by the EU Council at its June 2010 meeting (see Box A for summary). **The "Europe 2020 Integrated Guidelines" set out the framework for the Europe 2020 strategy and reforms at Member State level.** On this basis, Member States will draw up National Reform Programmes setting out in detail the actions they will take under the new strategy, with a particular emphasis on efforts to meet the national targets³⁹.

The following section looks at each of the 'Guidelines for the employment policies of the Member States' in turn to establish their relevance for improving the situation of migrants and ethnic minorities.

³⁹ European Council (2010), 17 June 2010 - Conclusions, EUCO 13/10, Brussels.

BOX A: EUROPE 2020 INTEGRATED GUIDELINES FOR THE ECONOMIC AND EMPLOYMENT POLICIES OF THE MEMBER STATES⁴⁰

PART I: Broad guidelines for the economic policies of the Member States and of the Union

- Guideline 1: Ensuring the quality and the sustainability of public finances
- Guideline 2: Addressing macroeconomic imbalances
- Guideline 3: Reducing imbalances in the euro area
- Guideline 4: Optimising support for R&D and innovation, strengthening the knowledge triangle and unleashing the potential of the digital economy
- Guideline 5: Improving resource efficiency and reducing greenhouse gases
- Guideline 6: Improving the business and consumer environment and modernising the industrial base

PART II: Guidelines for the employment policies of the Member States

- Guideline 7: Increasing labour market participation and reducing structural unemployment
- Guideline 8: Developing a skilled workforce responding to labour market needs, promoting job quality and lifelong learning
- Guideline 9: Improving the performance of education and training systems at all levels and increasing participation in tertiary education
- Guideline 10: Promoting social inclusion and combating poverty

In the preamble of both the ‘Broad guidelines for the economic policies of the Member States and of the Union’, and the ‘Guidelines for the employment policies of the Member States’ it states “Member States’ reforms should therefore ensure access and opportunities for all throughout the lifecycle, thus reducing poverty and social exclusion, through **removing barriers to labour market participation** especially for women, older workers, young people, disabled and **legal migrants**”. Hence, ethnic minorities are not mentioned and undocumented migrants are implicitly excluded.

1.5.1. Guideline 7: Increasing labour market participation and reducing structural unemployment

Guidelines 7 states that “Member States should increase labour force participation through policies to promote active ageing, gender equality and equal pay and labour market integration of young people, disabled, **legal migrants and other vulnerable groups**”.

The EU headline target, the basis on which Member States will set their national targets, that corresponds to Guideline 7 is: to bring by 2020 to 75% the employment rate for women and men aged 20-64 including through the greater participation of youth, older workers and low skilled workers and the better integration of legal migrants. The Commission is likely to at least encourage Member States to monitor the situation of migrants, although it would be preferable for this to be mandatory. As suggested in the context of headline indicators, where meaningful data exists, national targets could be set for migrants or for specific categories of migrants who are more vulnerable to unemployment, for example those who enjoy international protection or who have migrated for family reasons.

The inclusion of the wording ‘**other vulnerable groups**’ enables Member States to choose to include ethnic minorities, including the Roma, national minorities or religious minorities that are excluded from the labour market where evidence of the group’s poor labour market outcomes exist.

Guideline 7 states that “Member States should step up social dialogue and tackle labour market segmentation with **measures addressing temporary and precarious employment, underemployment and undeclared work**”. No mention is made in regard to migrants or ethnic minorities despite the fact that migrants and ethnic minorities are overrepresented in certain occupations/sectors, particularly in those where the work is ‘dirty, dangerous or difficult’, and underrepresented in others. Migrants and ethnic minorities are more likely to face the insecurity of temporary and precarious employment, and have been shown to be more vulnerable to job losses during the current financial crisis⁴¹. Migrants and ethnic minorities are often underemployed due to the fact that their qualifications and experience are frequently not recognised and there may be barriers to career progression, including discrimination and a lack of diversity awareness amongst employers.

Member States should be encouraged to **examine the temporary and precarious employment, underemployment, labour market segregation and situation of migrants and ethnic minorities** in their National Reform Programmes. This can be achieved in relation to migrants **by disaggregating** (where possible) **existing statistics**. For example ‘participation in continuing vocational training’ might be used to monitor career progression; ‘segregation in occupations/sectors’ might enable monitoring of segregation in the labour market (both statistics from EU Labour Force Survey); and serious / fatal accidents at work (from the Eurostat Structural Indicators Database) could examine overrepresentation of migrants in dangerous work. If good data exists, targets

⁴⁰ European Commission (2010), “Europe 2020 Integrated guidelines for the economic and employment policies of the Member States”, 27.4.2010 Brussels.

⁴¹ See for example OECD (2010), “Helping migrants through the crisis”, www.oecd.org/server.org/news/fullstory.php/aid/3301.

could potentially be set to decrease the labour market segregation of migrants, increase avenues for career progression (through continuous vocational training), and decrease the number of deaths and serious accidents in the workplace.

1.5.2. Guideline 8: Developing a skilled workforce responding to labour market needs, promoting job quality and lifelong learning

The wording used in the Guideline ‘targeted migration and integration policies’ acknowledges the fact that **migrants require specific policy interventions to improve their participation and performance in education.**

With the focus on the ‘geographical mobility of workers’ and ‘migration’, it is an appropriate time to advocate for the European Qualifications Framework, which aims to relate different countries’ national qualifications systems to a common European reference framework, to be extended to include the national qualification systems of non-EU countries. This would **remove barriers to occupational and geographical mobility of migrants** as it would enable easier recognition of their qualifications. It is possible that an input target for the European Commission could be developed in this regard, for example, that the European Qualifications Framework is extended to examine the qualifications systems of the EU’s top 5 sending countries by 2015 and the top 10 by 2020.

This Guideline also enables **Member States to target migrant groups and ethnic, national and religious minority groups that have low skill levels**, and ENAR and its members can advocate for the inclusion of relevant groups on this basis.

1.5.3. Guideline 9: Improving the performance of education and training systems at all levels and increasing participation in tertiary education

Guideline 9 does not highlight specific target groups, and only touches on equity once: “higher education should become more open to non-traditional learners”. The corresponding EU headline target, on the basis of which Member States will set their national targets, is to reduce the drop-out rate to 10%, whilst increasing the share of the population aged 30-34 having completed tertiary or equivalent education to at least 40% in 2020. Given the **high drop-out rate and low tertiary participation rate of many migrant and ethnic minority groups, policy interventions that address the needs of migrants and ethnic minorities are required** if this headline target is to be met.

The headline target on reducing drop-out rates may also have a **perverse effect**. The target has been set “with a view to reducing the number of young people not in employment, education, or training, Member States should take all necessary steps to prevent early school leaving”,

but its focus on **preventing early school leaving fails to recognise that employment and/or early entry into vocational training may be a better option** for those young people (including a high number of immigrants) who, despite support, do not do well in the school system. If a Member State has relatively high early school leaving rates, but a low number of young people not in employment, education or training, this is a significantly more positive outcome than a Member State that has relatively high early school leaving rates and a high number of young people not in employment, education or training who are socially excluded or at risk of social exclusion. For this reason, consideration should be given to interpreting performance against this headline indicator with data on 18-24 year olds who are not in employment, further education or training.

A focus on people with a **migrant background and the Roma** is consistent with recent strategy documents from the Commission on education⁴² and the Council’s 2009 conclusions on the education of children with a migrant background.⁴³ The latter makes **no distinction on the legal status of migrants**, which tallies with the European Commission’s Directorate-General for Education and Culture’s view that “the legal status of pupils bears little importance on school performance”⁴⁴.

The 2009 Council conclusions also invite the Commission to “**monitor the achievement gap between native learners and learners with a migrant background**, using existing data and indicators”, a task which should be straight forward. The Commission’s staff working documents outlining progress towards the Lisbon objectives in education and training have included data that is **disaggregated on the basis of national / non-national**, including on **early school leaving**⁴⁵ (18-24 years old non-nationals with less than upper secondary education and not in education and training) and **completion of upper secondary education** (young people aged 20-24)⁴⁶. As the data required for monitoring the situation of migrants in education has been in place for a number of years, Member States and the Commission could be encouraged to set targets specifically for non-nationals.

42 Council conclusions of 11 May 2010 on the social dimension of education and training (2010/C 135/02), for example, states in its preamble that particular attention should be paid to “persons with a migrant background and those of the Roma community”.

43 Council conclusions of 26 November 2009 on the education of children with a migrant background (2009/C 301/07).

44 European Commission (2008), “Green paper - Migration & mobility: challenges and opportunities for EU education systems”, 3.7.2008, COM(2008) 423 final.

45 European Commission (2007), “Staff Working Document: Progress towards the Lisbon objectives in education and training - Indicators and benchmarks - 2007”, Brussels. The data, however, has reliability issues. The 2008 report notes that the results for the Czech Republic, Estonia, Hungary, Malta, Poland, Romania, Finland, Iceland and Norway have limited reliability because of the low number of non-nationals.

46 European Commission (2008), “Staff Working Document: Progress towards the Lisbon objectives in education and training - Indicators and benchmarks - 2008”, Brussels. Data is from the Labour force survey. It is noted that the quality of the data was affected by small sample size in Denmark, Estonia, Hungary, Poland, Portugal and Finland. The group of countries affected by reliability issues differs slightly from early school leavers.

BOX B: TARGET-SETTING IN THE EDUCATION AND TRAINING OMC

The Education and Training OMC had set targets for 2010, and in 2009 introduced a revised set of targets for 2020 (hence the targets predate the Europe 2020 strategy). The five targets, which are referred to as “benchmarks”, are⁴⁷:

- **Adult participation in lifelong learning:** By 2020, an average of at least 15 % of adults should participate in lifelong learning. This benchmark follows on from Education and Training 2010 Benchmark 5, which set the benchmark for participation in lifelong learning at 12.5%⁴⁸.
- **Low achievers in basic skills:** By 2020, the share of low-achieving 15-years olds in reading, mathematics and science should be less than 15%. This benchmark is an expansion of Education and Training 2010 Benchmark 2, which aimed at decreasing the number of low-achieving 15-year-olds in reading literacy (mathematics and science were not included) by at least 20% compared to the year 2000.
- **Tertiary level attainment:** By 2020, the share of 30-34 year olds with tertiary educational attainment should be at least 40%. This is a new benchmark area, and it mirrors the Europe 2020 headline target to increase the share of 30-34 years old having completed tertiary or equivalent education to at least 40%.
- **Early leavers from education and training:** By 2020, the share of early leavers from education and training should be less than 10%. This benchmark is identical to the Education and Training 2010 Benchmark 1 reflecting the slow progress against this benchmark, and it mirrors the Europe 2020 headline target to reduce school drop-out rates to less than 10%.
- **Early childhood education:** By 2020, at least 95% of children between 4 years old and the age for starting compulsory primary education should participate in early childhood education. This is a new benchmark area.

As with Education and Training 2010, the Council only agreed to establish reference levels of European average performance. Member States are invited to consider, on the basis of national priorities and whilst taking account of changing economic circumstances, how and to what extent they can contribute to the collective achievement of the European benchmarks through national actions, as is the case with the headline targets in Europe 2020.

The “level of stretch” that is required for the EU to meet the targets of Education and Training 2020 is unclear. Its predecessor Education and Training 2010 chose four targets

that were unachievable. As well as only making slight progress in reducing early school leavers and increasing adult lifelong participation and completion of upper secondary, the number of low achievers in reading actually increased. Conversely, the benchmark for mathematics, science and technology graduates was not ambitious enough so it was reached a number of years early.

It is acknowledged by the Commission that the failure to adequately address the specific needs of migrants is a contributing factor to 2010 targets being missed.

One of the main messages in the Commission’s progress report on implementing Lisbon objectives in education and training is that “the probability that a young migrant is an early leaver from education and training is more than double that for a national (26.8% versus 13.6%). Many children with migrant backgrounds suffer from educational disadvantages and unequal patterns exist in terms of access to, and achievements in, education”⁴⁹.

Clearly, there is a pressing need to address the educational attainment of migrants in the Education and Training 2020 strategy, and this could be achieved by setting targets in this area, whether these are **outcome targets in the context of European benchmarks/headline targets, or input or output targets**, based on an analysis of the policy interventions that have been effective in improving the participation and educational attainment of migrants.

What opportunities exist for setting targets to improve the situation of migrants in the Education and Training 2020?

The European Council has invited the Commission to work with the Member States to examine how to improve existing indicators, including those on early leavers from education and training, and report back to the Council by the end of 2010 on the extent to which the current framework of indicators and benchmarks adopted might be adjusted to ensure its coherence with the strategic objectives under the Education and Training 2020 framework⁵⁰.

Key recommendation 7: The Education and Training OMC and Member States give consideration to setting targets for migrants in benchmark areas, and ensure that efforts to monitor progress against the benchmarks include disaggregation on migration-related grounds.



47 Council Conclusions on a strategic framework for European cooperation in education and training, 2941th Education, Youth and Culture Council meeting Brussels, 12 May 2009.

48 Council conclusions of 5-6 May 2003 on reference levels of European average performance in education and training (Benchmarks) 8981/03.

49 European Commission (2009), “Commission staff working document - Progress towards the Lisbon objectives in education and training indicators and benchmarks 2009”, SEC(2009)1616.

50 European Council (2009), Council conclusions of 12 May 2009 on a strategic framework for European cooperation in education and training (2009/C 119/02).

1.5.4 Guideline 10: Promoting social inclusion and combating poverty

The Guideline states that efforts should also concentrate on **ensuring equal opportunities, including through access to affordable, sustainable and high quality services and public services and in particular health care**. It can be safely assumed that this drive to ensure equal opportunities would extend to include migrants and ethnic minorities⁵¹. In fact, **legal migrants and minorities** are specifically mentioned with regard to the need for benefit systems to focus on **ensuring income security during transitions and reducing poverty**.

Member States are to set their targets to assist in meeting the EU headline target to lifting over 20 million people out of poverty. Suggestions for using this target to improve the situation of migrants and ethnic minorities are outlined in Part III.

1.6 What is missing from the 2020 Guidelines?

1.6.1 Labour migration

The role that future labour migrants can play in meeting the EU's objectives by addressing labour shortages and filling skills gaps gained prominence in Guideline 20 of the Integrated Guidelines for the Lisbon Strategy⁵² 'improving matching of labour market needs through, inter alia, appropriate management of economic migration', and two of three indicators related specifically to migration: 1) the proportion of the working age population who are migrants who have been resident for 5 years or less; and 2) the employment, unemployment and activity rate of recent EU and non-EU migrants as compared to all migrants and migrants⁵³. However, **the role of labour migration is not mentioned at all in the Integrated Guidelines for Europe 2020**⁵⁴. Although labour migration is addressed in strategy documents for Europe 2020, its omission from the Europe 2020 Integrated Guidelines may result in its de-prioritisation at the EU and national levels.

Although labour migration has been omitted from the Europe 2020 Integrated Guidelines, it is seen as an important determinant of economic growth in the LIME assessment framework, which is used by the EU to monitor

and model economic growth and structural reforms (as outlined at the end of Part I) and the evidence provided by the LIME assessment framework on the importance of labour migration may well act as a driver for its prioritisation within Europe 2020.

1.6.2 Undocumented migrants

The fight against undeclared work is a priority of Europe 2020, but undocumented migrants, who are according to the Commission one of the main groups involved in undeclared work⁵⁵, fall outside the scope of Europe 2020. **It may be possible to advocate for the inclusion of undocumented migrants** on the basis that: the Commission acknowledges their importance in addressing undeclared work (as well as their vulnerability); some Member States are taking action to improve the situation of undocumented migrants in the context of their National Action Plans; and the European Parliament has recently proposed ways to improve the situation of those already resident in the EU.

The Commission notes that **"for illegal residents, who tend to fall outside the social security system, undeclared work is often offered under conditions which are socially unacceptable and in breach of health and safety regulations"**⁵⁶. The EU level policy response has been to enforce sanctions against employers of undocumented migrants, rather than propose avenues for regularisation or safer and fairer working conditions. The policy response in some Member States, however, has been to **extend work and residency rights for migrants in more precarious situations** and this is evident in National Reform Programmes of 2008-2010 for Malta, Portugal, Spain and Hungary⁵⁷.

The European Foundation for the Improvement of Living and Working Conditions (Eurofound), which is an EU body, is responsible for mutual learning about undeclared work. However, very little information sharing is occurring in regard to legitimising undeclared work of undocumented migrants⁵⁸. The importance of addressing the situation of undocumented migrants in achieving EU strategic policy goals are best presented by the European Parliament. **The European Parliament 2008 resolution on undeclared work** affirms that:

51 In addition the Racial Equality Directive (2000/43/EC) prohibits direct and indirect discrimination based on racial or ethnic origin in relation to social protection, including social security and healthcare; social advantages; access to and supply of goods and services which are available to the public, including housing; as well as in regard to employment, education and training.

52 There were 24 Integrated Guidelines directing the Lisbon Strategy as compared to only 10 for 'Europe 2020'.

53 For discussion on the limitations of this indicator see p.22 Kate, M (2009), "The social and employment dimensions of the EU's Lisbon strategy for growth and jobs: What are the opportunities for monitoring and improving the situation of migrants and ethnic minorities", European Network Against Racism, Brussels.

54 'Migration' more broadly only receives one mention: Guideline 8 on 'developing a skilled workforce responding to labour market needs, promoting job quality and lifelong learning', states "Quality initial education and attractive vocational training must be complemented with effective incentives for lifelong learning, second-chance opportunities, ensuring every adult the chance to move one step up in their qualification, and by targeted migration and integration policies".

55 European Commission (2008), "Communication on stepping up the fight against undeclared work", COM(2007) 628 final. This communication states that undeclared work "covers a diverse activities ranging from informal household services to clandestine work by illegal residents".

56 Ibid.

57 Kate, M (2009), "The social and employment dimensions of the EU's Lisbon strategy for growth and jobs: What are the opportunities for monitoring and improving the situation of migrants and ethnic minorities", European Network Against Racism, Brussels.

58 Eurofound's knowledge bank on undeclared work has 100 initiatives from across the EU, however only one initiative on the theme 'Legitimising undeclared work' focuses on migrants as a target group (female immigrants are one of the three target groups in Spain's 'District employment services for domestic work'). See Eurofound (2010), "Tackling undeclared work in the European Union", www.eurofound.europa.eu/areas/labourmarket/tackling/search.php; and Williams, C. and Renooy, P. (2009), "Measures to tackle undeclared work in the European Union", European Foundation for the Improvement of Living and Working Conditions, 1 July 2009.

- Undeclared work has **negative repercussions on all the pillars of the Lisbon Strategy**: full employment, quality and productivity at work and social cohesion. It notes that the extent of undeclared work accounts for as much as 20% or more of GDP in some Member States.
- **Immigrants**, or at least those who find themselves in an illegal situation, **are more likely to become undeclared workers and to work in bad conditions**.
- Illegally employed third-country nationals are all the **more vulnerable** as they are likely to be returned to their country of origin if caught.
- People who perform domestic services often work undeclared and a large number of them are migrant workers, many of whom are in an illegal situation and some of whom are **victims of exploitative trafficking and bonded labour**.
- Calls on the Member States to define or strengthen the appropriate legislative measures to encourage migrants who are victims of exploitation to report their situation, which would make it easier, in particular, to fight more effectively against undeclared work;
- Calls on the Commission to propose to the Member States and the social and economic stakeholders involved in combating undeclared work a **'pact to declare the undeclared'**, geared towards allowing undeclared activities to gradually come to light. It is believed that such a pact should provide for a limited transitional period, during which there are no sanctions, at the end of which, however, stronger sanction mechanisms would come into effect. (There is no explicit mention of whether the regularisation of undocumented migrants is included or not)⁶¹.

Therefore, the resolution:

- Calls on all Member States to **sign the 1990 International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families**⁵⁹.
 - Calls on the Member States to **take measures to alleviate the particular vulnerability of the immigrant population in undeclared employment**.
 - Takes the view that the issue of the employment of immigrants in an illegal situation is a complex one which cannot only be resolved simply by punishing employers, but which also calls for cross-sector, wide-ranging measures; in particular, believes it necessary to ensure **compliance with ILO guidelines on support for migrant workers seeking to ensure that their rights are respected**.
 - Believes that the fight against undeclared work requires a comprehensive approach which must take into account the need to safeguard and **promote the rights of migrant workers, whether legal or illegal, who are exploited by their employers**.
 - Considers that the fight against the growing informal economy and, in particular, against the exploitation of migrant workers in an illegal situation should not only be based on a policy of repatriation, but also on instruments and mechanisms to prevent and combat the exploitation of migrant workers, making provision for the recognition of and respect for fundamental human rights.
 - Calls on all Member States to urgently **sign and ratify the Council of Europe Convention on Action against Trafficking in Human Beings**⁶⁰.
- A means of measuring the number of undocumented migrants in undeclared work would need to be found if outcome targets to improve their situation are to be set.** In 2007 a Special Eurobarometer was conducted on undeclared work, but undocumented migrants were not captured well by the survey due to language and sampling difficulties⁶². The European Commission's Directorate-General for Employment commissioned a study on measuring undeclared work⁶³, which looked at administrative sources in 29 countries for measuring undeclared work, including authorities responsible for the regularisation of migrants. The study found that data on employment of irregular migrants is not in the public domain and that ad-hoc surveys provided very interesting snapshots, but do not provide a solid basis for measuring undeclared work. Examples of Member States attempting to measure undeclared work include:
- Austria: estimated the number of migrants doing undeclared work on the basis that 10% - 14% of total number of third-country persons aged 15-64 years would be undocumented.
 - Netherlands: 3 of the 4 Dutch sources presented breakdowns by country of origin for irregular immigrant workers.
 - Czech republic: collected data on the illegal employment of immigrants, illegal entrepreneurship of aliens and the illegal migration of aliens.

ratified by the Czech Republic. Amongst other things, the convention entitles victims to be provided with measures that enable their physical, psychological and social recovery; prevents a victim from being expelled for 30 days so that he/she can recover and escape the influence of traffickers and/or take an informed decision on cooperating with the competent authorities; and provides a renewable residence permit to victims where the competent authority considers that their stay is necessary owing to their personal situation or for the purpose of their co-operation with the authorities. Council of Europe Convention on Action against Trafficking in Human Beings, Warsaw, 16.V.2005. Details on signatories is available online at: <http://conventions.coe.int/Treaty/Commun/ChercheSig.asp?NT=197&CM=1&DF=&CL=ENG>.

59 United National (1990), "International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families", adopted by General Assembly resolution 45/158 of 18 December 1990, Office of the High Commissioner for Human Rights. Signatories of the convention are listed at: http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtidsg_no=IV-13&chapter=4&lang=en. The Convention applies to documented and undocumented migrants. It recognises that legal migrants have the legitimacy to claim more rights than undocumented migrants, but stresses that undocumented migrants must have their fundamental human rights respected, like all human beings. No EU Member State has signed the Convention. Signatories are predominantly sending countries rather than receiving countries.

60 This treaty has not been ratified by the following Member States: Estonia, Finland, Germany, Greece, Hungary, Ireland, Italy and Lithuania, and has not been signed or

61 European Parliament (2008), "Stepping up the fight against undeclared work", European Parliament resolution of 9 October 2008 (2008/2035).

62 European Commission (2007), "Special Eurobarometer: Undeclared Work in the European Union", 284 / Wave 67.3 - TNS Opinion & Social, Brussels.

63 GHK and Fondazione G. Brodolini (2009), "Study on indirect measurement methods for undeclared work in the EU", 17 December 2009, produced for the European Commission's DG Employment, Social Affairs and Equal Opportunities.

- Hungary: data on illegal immigrants was taken from the customs authority, police, National Employment Office, migration authorities, but was not considered to be representative.

Although some countries had measures in place to reduce the number of undocumented workers, these were generally enforcement and compliance measures. Southern Italy even had a specified target to reduce the number of irregular workers (from 19.6% to 16.8% of the work force) by the end of the programming cycle⁶⁴. An indicator that measures the number of irregular migrants detected, whether in the workplace or more generally, is likely to be ambiguous, i.e. if the number of irregular migrants detected through compliance measures in employment and border control drops, this may look like initiatives reducing the number of undocumented migrants are effective, but this may be solely due to less resources being spent on compliance activities. If the resources spent on compliance activities remain constant, it may be an appropriate indicator at the national level, but otherwise it could only be used a contextual indicator. In addition, **targets designed solely to reduce the number of undocumented migrants do nothing to improve the situation or to protect the basic human rights of those already resident.**

The resolution of the European Parliament also provides a potential for setting input targets in regard to the ratifying treaties. With receiving countries around the world (including all EU Member States) reluctant to ratify the 1990 'International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families', it is likely to be very difficult. However, if a low target was set, this may encourage Member States to take the lead, for example 3 Member States by 2015. With regard to the 'Council of Europe Convention on Action against Trafficking in Human Beings' a target could be set for 100% ratification by EU states by 2015. The fact that most Member States have ratified the treaty demonstrates that its adoption by other Member States should not be too controversial.

Key recommendation 8: An input target could be set to ratify existing treaties that aim to protect the basic human rights of undocumented migrants.

1.6.3 The Roma

The Roma are noticeably absent from the Integrated Guidelines, which were finalised in April 2010. However, in June 2010, the European Council adopted conclusions on "**Advancing Roma Inclusion**", in which it states that progress should be made "where appropriate, **within the framework of the Europe 2020 Strategy**". The Council

states that mainstreaming should be undertaken in the fields of fundamental rights, gender equality, personal security and protection against discrimination, poverty and social exclusion, regional cohesion and economic development, as well as in other fields that are key to the active inclusion of Roma, such as ensuring access to education, housing, health, employment, social services, justice, sports and culture, and also in the EU's relations with third countries⁶⁵. The retrospective commitment by the Council provides a legitimate basis for including the Roma, and for Member States to set targets where reliable data is available.

1.6.4 Ethnic entrepreneurs

As with the Lisbon strategy's Integrated Guidelines, there is **no mention of ethnic entrepreneurship in relation to promoting a more entrepreneurial culture** (Europe 2020's Guideline 6 is "Improving the business and consumer environment and modernising the industrial base speaks of promoting entrepreneurship"). Migrants and ethnic minorities are not specifically mentioned in regard to Guideline 6, but they are part of the European Commission's Directorate General for Enterprise and Industry's strategy for promoting entrepreneurship:

"Migrants and people from ethnic minorities represent an important pool of entrepreneurs in Europe. In order to make the most of this potential and to foster Growth and Jobs in Europe the European Commission and Member States support and promote migrant entrepreneurs and ethnic minority entrepreneurs and help these groups to overcome difficulties which might prevent them from starting and growing businesses in Europe.

Whilst data for the EU as a whole is not available, **statistics from several Member States indicate that proportionately more migrants and members of ethnic minorities than nationals start small businesses.** It is important that policies to encourage entrepreneurship in Europe take full account of the entrepreneurship potential represented by this group. Support measures and policy initiatives should help to overcome the specific barriers which might discourage migrants and members of ethnic minorities to become entrepreneurs.

Many of the business problems faced by migrant/ethnic entrepreneurs are shared with small businesses in general. However, the following problems appear to affect migrant/ethnic entrepreneurs in particular: access to finance and to support services; language barriers; limited business, management and marketing skills; and over-concentrated in low entry threshold activities where the scope for breakouts or diversification into mainstream markets may be limited.

⁶⁴ See Italy's National Reform Programme for 2008-2010.

⁶⁵ European Council (2010), Council conclusions on advancing Roma Inclusion, 3019th Employment, Social Policy, Health and Consumer Affairs Council meeting, Luxembourg, 7 June 2010.

Member States have done much to tackle the problems of deliberate discrimination faced by migrants and ethnic minorities. But the problems that ethnic entrepreneurs face are mostly due to circumstance rather than discrimination. Addressing these requires a range of different measures, at many different levels of government. There is still a need to raise awareness amongst the different stakeholders that these problems exist, and that they need to be tackled⁶⁶.

In addition to being an EU-level priority, it was prominent in National Reform Programmes for 2008-2010, with assistance being given to migrants, ethnic minorities, including the Roma, to help them establish and develop their own businesses. The work that has been done at the EU level provides valuable insights to Member States in regard to the opportunities arising from the promotion of migrant and ethnic entrepreneurship and the barriers that need to be overcome. Member States could be encouraged to set input and output targets to improve opportunities for migrant and ethnic entrepreneurs.

1.7 Measuring and benchmarking performance: the LIME assessment framework

The European Commission's Directorate-General for Economy and Finance's framework for monitoring the progress of EU and individual Member States is still under construction, and there are no indications so far regarding the date of its completion.

No migration-related indicators (remembering that no EU-level indicators capture the situation of ethnic, national and religious minorities) were used to monitor the implementation of the overarching Lisbon strategy, although three migration related-indicators were used to monitor progress in implementing the Lisbon strategy in the European Employment Strategy and one was used in the Social OMC.

Interestingly, **migration and integration is recognised as one of the 20 key components affecting economic growth in the LIME Assessment Framework (LAF)**, an initiative of the Economic Policy Committee's Lisbon Methodology Working Group (LIME) in collaboration with the Employment Committee, which has been **designed to help Member States identify policy measures to raise growth potential and to track, analyse and model structural reforms under the Lisbon strategy**. It would be expected that the LIME Assessment Framework will continue to monitor economic growth and structural reforms within Europe 2020. The LAF database is publicly available⁶⁷.

LAF recognises that the following migration-related policy interventions affect labour market outcomes:


- 1) border controls, encompassing measures related to the entry, stay and access to the labour market, measures for users of clandestine labour force and their enforcement and regularisation programmes;
- 2) selective immigration policies, including quota systems aimed at the recruitment of foreign workers, easing of recruiting policies for highly skilled or for specific occupations, bilateral labour agreements on seasonal or temporary workers;
- 3) measures to facilitate the labour market integration of immigrants, ranging from active labour market policies to the recognition of formal education attainments and the entitlement to benefits/social assistance programmes specifically targeted at immigrant workers (and asylum seekers).

LAF highlights that immigration policy affects both net migration and share of working age population and impacts on labour quality (and to some degree the unemployment rate)⁶⁸. LAF uses a range of indicators to assess whether or not a Member State's migration and integration policies are positively associated with growth. Its narrow list, which uses indicators with the highest reliability, collects information on **employment rate gap between non-EU and EU nationals, employment rate of foreign-born**, the proportion of foreign-born population with primary education and the proportion of foreign-born population with **tertiary education**.

LAF systematically **compares GDP performance**, both level and change, of all 27 EU Member States, and when available some OECD and candidate countries, across 20 policy areas affecting growth (of which migration and integration is one) **relative to a benchmark of the EU15 weighted average**. It also allows alternative benchmarks, including the Euro area 16, EU27, EU15, best performing 5 EU countries, EU 12 and the US⁶⁹.

LAF could act as a target-setting tool at both the Member State and EU levels. Outcome targets for 2020 (given the

Key recommendation 9: The Lisbon Methodology Working Group (LIME) Assessment Framework is used to measure progress against targets designed to improve the long-term effectiveness of migration and integration strategies.



66 European Commission's DG Enterprise and Industry (2010), "Migrant entrepreneurs / Ethnic minority entrepreneurs", http://ec.europa.eu/enterprise/policies/sme/promoting-entrepreneurship/migrants-ethnic-minorities/index_en.htm.

67 The User Guide and Data Files can be downloaded from: http://ec.europa.eu/economy_finance/db_indicators/db_indicators14998_en.htm.

68 See pages 109-116 of Directorate-General for Economic and Financial Affairs and the Economic Policy Committee (2008), "The LIME assessment framework (LAF): A methodological tool to compare, in the context of the Lisbon Strategy, the performance of EU Member States in terms of GDP and in terms of twenty policy areas affecting growth", European Economy Occasional papers 41.

69 European Commission's DG Economic and Financial Affairs (2009), "User Guide of the Lisbon Assessment Framework (LAF) Database", Brussels.

long lead time for these policies) could be set specifically in relation to the outcome of **immigration and integration policies**. For example, a Member State that is performing well may set a target equivalent to the ‘best performing 5 EU countries’. Member States can also use the LAF database to select indicators to measure progress against targets relating to improving the socio-economic situation of migrants, or act as contextual indicators.

II. The European Employment Strategy

A new title on employment in the Amsterdam treaty in 1997 entrusted the European institutions with stronger roles and instruments to complement Member States, who possess the sole competence for employment policy. The subsequent European Employment Strategy (EES) operates as an open method of coordination (OMC). **The EES is the main platform for implementing the employment dimension of the Europe 2020 strategy** (as it has been for the Lisbon strategy).

The aim of the EES is to **facilitate exchanges of information and joint discussions in order to find solutions or best practices** together which could help creating more and better jobs in every Member State. The strategy consists mainly of a dialogue between the Member States and the European Commission. The ‘Guidelines for the employment policies of the Member States’ (known as the ‘Employment Guidelines’), which constitute Part II of the 2020 Integrated Guidelines, will guide the work of the European Employment Strategy. It is intended that the guidelines will remain ‘largely stable’ until 2014⁷⁰.

Every Member State draws up a National Reform Programme (these were called the National Action Plans until 2005) that describes how it will implement the Integrated Guidelines at the national level. Member States are expected to submit a draft National Reform Programme to the Commission by November 2010. The draft is more of a ‘blueprint’ including key elements such as the national targets translating the Europe 2020 headline targets and an identification of the main obstacles to growth and jobs. Member States will not be requested to submit draft National Reform Programmes in subsequent years (this is a transitory arrangement until the new cycle of the ‘European Semester’ comes into effect). National Reform Programmes should be finalised by mid-April 2011, and are to be compliant with the future ‘Code of Conduct’⁷¹. The new time frame, which is known as the ‘European Semester’, then comes into effect. The cycle commences in March each year when, on the basis of a report from the Commission, the European Council will identify the main economic challenges and give strategic advice on policies. Taking this advice into account, Member States will draw up National Reform Programmes in

April setting out the actions they will undertake, including in employment and social inclusion⁷².

The Employment Committee, which is formed of representatives of the Member States and the European Commission, has a key role in the coordination of the objectives and priorities at the EU level. These objectives are monitored by common indicators and measurable targets concerning employment.⁷³

The suggestion of setting an employment target for migrants is consistent with the need to prioritise the situation of migrants as outlined in the latest **Joint Employment Report** (the employment analysis and reporting part of the EU’s Lisbon strategy, which provides an update of the employment situation in the EU, reports on the principal labour market reforms undertaken by Member States, and highlights the main challenges for the future), which states **“Member States need to pursue more vigorously the longer term integration of migrants and their descendants already living in the EU, among whom unemployment has increased significantly during the crisis. Current policies focus mainly on raising qualification levels and facilitating overall integration.** Further action is needed including encouraging companies to employ a more diverse workforce, for example through diversity charters (BE, DE, ES, FR) or special subsidised employment along with language lessons (SE)”⁷⁴.

There is also a pressing need to improve the situation of migrants and ethnic minorities within the context of Europe 2020’s Flagship Initiative **“An Agenda for new skills and jobs”**, which is described by Directorate-General for Employment as an essential tool of the EES to expand and enhance investment in workers’ skills, as part of its overall aim to create more and better jobs throughout the EU⁷⁵.

Recommendations on how to advance the New Skills for New Jobs agenda as a part of Europe 2020 have been presented in the report of a group of independent high-level experts⁷⁶ set up by the European Commission. The report states: “We need to open up to talent, inside and outside. One example made is lack of employment of **Roma whose talent is clearly wasted** and where restricted access to learning is one source of this. There is clear evidence that **the potential of migration is not fully valorised**. Employment rates of immigrants are not satisfactory particularly for some immigrants with lower skills levels, in particular women and those who have come to the EU most recently. Migrant workers are more likely to

70 European Commission (2010), “Europe 2020 Integrated guidelines for the economic and employment policies of the Member States”, 27.4.2010, Brussels.

71 European Commission (2010), Annex - Governance, Tools and Policy Cycle of Europe 2020.

72 European Council (2010), Press Release, 3030th Council meeting Economic and Financial Affairs Brussels, 7 September 2010 (13161/10).

73 European Commission’s DG Employment, Social Affairs and Equal Opportunities (2009), “The European Employment Strategy”, <http://ec.europa.eu/social/main.jsp?catId=101&langId=en>.

74 European Council (2010), “Draft Joint Employment Report 2009/2010”, 19 February 2010, 6575/10, Brussels.

75 European Commission (2010), “Europe 2020: A European strategy for smart, sustainable and inclusive growth”, 3.3.2010, COM(2010) 2020, Brussels.

76 Expert Group on New Skills for New Jobs (2010), “New Skills for New Jobs: Action Now”, prepared for the European Commission, February 2010.

work in jobs where their **skills and qualifications are under-utilised** than citizens of host countries. Taking into account future global competition for talent and likely future labour shortages in some occupations, one of the top priorities will be to effectively manage the human capital represented by migrants not only by **recognising and improving their skills** but also by managing labour migrant inflows according to the skills needed and **encouraging them to become entrepreneurs.**"

The report highlights a number of issues discussed in the previous chapter, including the need to overcome barriers to education and the labour market for migrants and the Roma, and in relation to migrants specifically, addressing underemployment, improving avenues for recognition of qualifications and encouraging entrepreneurship.

2.1 Monitoring progress and setting targets within the Lisbon strategy

The Lisbon strategy's headline target of a 70% employment rate was broken down into two further targets within the EES: to increase the number of women in employment to more than 60% by 2010 and to increase the employment rate of older workers (persons aged 55-64) to 50%. The target for women was nearly met by 2008 (59.1%), but the target for older workers had only reached 45.6% by 2008. What is interesting to note is that more substantial progress was made in meeting the targets for women and older workers than against the overall employment rate⁷⁷. This demonstrates the nature of equality targets that aim to improve the situation of specific target groups faster than that of the rest of the population. **The success of these equality targets points to the potential value in setting equality targets within the EES for migrants** (Note: it is not possible to set targets for ethnic minorities as EU-level data is not available).

There were a number of targets and benchmarks set within the EES in the context of the Lisbon strategy⁷⁸. These included output targets, for example "that every unemployed person is offered a job, apprenticeship, additional training or other employability measure; in the case of young persons who have left school within no more than 4 months, and in the case of adults within no more than 12 months, by 2010". **This type of target, which aims to provide policy interventions that overcome identified barriers to employment, could usefully be applied to migrants and ethnic minorities.** An outcome target of "an EU average rate of no more than 10% early school leavers" was set in the context of the "integration of and combating discrimination against people at a disadvantage on the labour market, notably early school leavers, low-skilled workers, people with disabilities, immigrants and ethnic

minorities", although no target for migrants was set even though it was possible to do so.

Indicators are used to assess Member States' progress in implementing the Integrated Guidelines. The **Employment Committee's working group on indicators** annually approves a list of indicators. Indicators are developed on two levels: 'indicators for monitoring' that measure progress in relation to the objectives defined in the Integrated Guidelines, and 'indicators for analysis' that support key indicators by placing national policies and performance into perspective, i.e. contextual indicators. **The current list of indicators includes three with specific reference to migrants**⁷⁹.

In the 2008-2010 Integrated Guidelines of the Lisbon strategy, the guideline on 'improving matching of labour market needs through, inter alia, appropriate management of economic migration' includes the following indicator for monitoring: 'labour market gaps for disadvantaged groups, such as non-EU nationals, disabled people, ethnic minorities, immigrants, low skilled people, lone parents, etc. according to national definitions'. **Member States had the discretion to include non-EU nationals, ethnic minorities and immigrants.** However, in a recent review of the official indicators the Employment Committee noted that labour market gaps "for persons born in another country and non-nationals are included from EU-harmonised data"⁸⁰, hence this could be included as an **EU-level indicator rather than relying on Member States to submit this information.**

Guideline 20 on 'Improving matching of labour market needs through, inter alia, appropriate management of economic migration', includes the following indicator for analysis: '**working age migrants** who have been resident 5 years and less as a proportion of total population in the same age group' and the '**employment rate and unemployment rate of working age migrants** who have been resident 5 years and less as a proportion of total population in the same age group as a proportion of (1) total recent immigrants in the same age group and (2) total employed/active population in the same age group.' Interestingly, the Employment Committee in its recent review of indicators notes that "data quality is still a major problem for migration statistics and LFS data are used while waiting for better migration data according to a statistical Regulation (EC) No 862/2007 of the European Parliament and of the Council of 11 July 2007 on Community statistics on migration and international protection". Although this regulation will provide information on the number of new labour migrants, **it will not provide the much needed information on their labour market situation** (see discussion in Chapter 1 Part II).

77 European Commission (2010), "Commission Staff Working Document: Lisbon Strategy evaluation document", Brussels, 2.2.2010.

78 European Council (2003), Council Decision of 22 July 2003 on guidelines for the employment policies of the Member States; and Employment Committee (2009), "Lisbon Post-2010 - EMCO Discussion Paper", Brussels, 27 May 2009 (10274/09).

79 Employment Committee (2009), "Employment Guidelines 2008 - indicators for monitoring and analysis", endorsed by EMCO on 24/06/09, Brussels.

80 Ibid.

Despite these migration indicators being on the official list, the vast majority of Member States did not include them in National Reform Programmes or progress reports. Still, these indicators could potentially be used to monitor progress respectively against targets in relation to labour market outcomes, effectiveness of labour migration policies and the employment outcomes of new arrivals⁸¹.

2.2 Monitoring progress and setting targets within Europe 2020

The Employment Committee's Indicators Group will continue to be responsible for setting quantitative targets and developing, revising and improving the set of common indicators. Now the Europe 2020 strategy has been adopted, the Indicators Group plans to review the whole set of indicators. It notes research is needed to develop new indicators for the monitoring and analysis of the guidelines, to complement the existing indicators which should be maintained for continuity. The new EES indicators should be finalised by the Employment Committee in the second quarter of 2010.

Interestingly, the Indicators Group currently have an ad hoc group referred to as 'migration (analytical work)' and there are plans to discuss the skills aspects of migration. It is hoped that the Indicators Group take on board the advice of the European Employment Observatory, which states that: "In relation to the question of indicators, it was agreed that it is not enough to use indicators alone - contextual analysis is also important. It is important to be able to find ways of explaining these differences between countries. In terms of policy too, what works in one country or one context may not work in another, thus it is important to conduct also case studies in order to provide a more in-depth understanding of what works and why"⁸².

2.3 What other indicators could be used for setting targets?

Existing indicators could not only be disaggregated to examine the situation of migrants and ethnic minorities, but have the potential to be used to monitor progress against targets. So long as sufficient sample sizes exist in the Member States, indicators from the LIME database could be used, as could relevant indicators from the EU Labour Force Survey, such as:

- **Transitions by employment status:** the transitions between employment, unemployment and inactivity over the course of one year. Relevance: it has been demonstrated that during the **economic crisis migrants are more vulnerable to unemployment** than natives.
- **Youth unemployment ratio:** total unemployed young people (15-24 years) as a share of total population in the same age group. Relevance: **inactivity** rates amongst **migrant and ethnic minority youth** are a particular concern in many Member States.

- **Children cared for by formal arrangements:** less than 30 hours a usual week/30 hours or more a usual week as a proportion of all children of the same age group. Relevance: the **low labour participation** and **use of childcare by women from migrant backgrounds**.
- **Long-term unemployment rate:** total long-term unemployed population (12 months or more) as a proportion of total active population. Relevance: long-term unemployment of people from migrant background is a concern in a number of countries.
- Segregation in occupations/sectors: calculated as the average national share of employment for migrants and natives applied to each occupation/sector. Relevance: **migrants are over-represented in certain occupations/sectors** and underrepresented in others.
- **Participation in continuing vocational training:** Share of employees participating in continuing vocational training. Relevance: **migrants lack access to career progression**.

Key recommendation 10: The EU and Member States explore the possibility of setting employment-related targets using indicators from the EU Labour Force Survey.



III. The Social Open Method of Coordination and the 'Platform against poverty'

In 2001, the work of the newly established **Social Protection Committee**, a group of high-level officials engaging in cooperative exchange between the European Commission and the Member States about modernising and improving social protection systems, led to the application of the open method of coordination (OMC) process of policy exchanges and mutual learning without legal constraint. In 2006, three strands (eradicating poverty and social exclusion; adequate and sustainable pensions; and accessible, high-quality and sustainable health and long-term care) were incorporated into a new OMC called the **Social Inclusion and Social Protection Strategy** (known as the Social OMC), whose time schedule was synchronised with the European Employment Strategy.

The Social OMC involves agreeing to common objectives which set out high-level goals to underpin the entire process. Member States translate the common objectives into **National Action Plans** for each of the three areas (social inclusion, pensions and health and long-term care) and these are submitted to the Commission in the form of a National Strategic Report. A **set of common indicators** is agreed to show how progress towards these goals can be measured; and the National Strategy Reports are evaluated jointly with the European Commission and the Member States (the 'Joint Report on Social Protection and Social Inclusion').

⁸¹ Note: The third indicator is not appropriate for measuring the outcome of labour migrants (although this is its intended purpose) as the data includes family migrants and those enjoying international protection.

⁸² European Employment Observatory (2010), "Meeting report: European Employment Research Dialogue - First Meeting", 20 May 2010, Brussels, Belgium.

One of the five specified challenges for the Social OMC has been “to overcome discrimination and increase the integration of people with disabilities, ethnic minorities and immigrants”. No specific attention was given to the Roma.

At the 2000 Lisbon European Council EU leaders established the Social Inclusion Process with the **central goal of eradicating poverty by 2010**. At the Barcelona European Council in Spring 2002 the importance of the fight against poverty and social exclusion was highlighted and **Member States were invited to set targets in their National Action Plans for ‘significantly reducing’ the number of people at risk of poverty and social exclusion by 2010. There were, however, no EU-level targets set for 2010**. It is currently estimated that more than 80 million Europeans, including 19 million children, live below the poverty line⁸³, reflecting the idealistic nature of the Lisbon strategy’s goal to eradicate poverty.

There were no further EU targets or benchmarks within the Social OMC. However, the Commission supported the use of targets and benchmarks at the national level. It advised Member States that:

- In order to make a political impact and to contribute to awareness raising and mobilisation of actors, **a small number of headline or global targets for poverty reduction** could be used, noting that a series of more detailed targets can be important for monitoring progress towards the more global targets and that these might cover very specific aspects of policy or **specific target groups**.
- In recognition of the importance of comparisons and the exchange of learning between Member States, some Member States might make use of the common indicators to help them to benchmark their performance against other Member States, such as the average performance of the three best performing Member States⁸⁴.

Despite the Commission’s support of target-setting and benchmarking at the national level, it notes that in examining the National Action Plans for 2009, Cyprus and the Netherlands were the only countries to even provide information on migrants and ethnic minorities in their National Action Plans and that the **lack of reliable data on the situation of Roma, immigrants, ethnic minorities, asylum seekers and refugees** remained a problem. It also observes that **no distinction was made between first and second generations of migrants and long-established ethnic minorities** and that breaking down social indicators by ethnic groups or by country of origin would help to document varying degrees of social inclusion and of vulnerability, target the specific, distinct needs of each group and assess the impact of policies on them⁸⁵.

83 European Commission (2010), “Europe 2020: A European strategy for smart, sustainable and inclusive growth”, 3.3.2010, COM(2010) 2020, Brussels.

84 European Commission (2008), Supporting Appendices to the “Guidance Note for Preparing National Strategy Reports on Social Protection and Social Inclusion 2008-2010”, Brussels.

85 European Commission (2009), Staff working document “Joint Report on Social Protection and Social Inclusion - Communication from the Commission to the Council, the

3.1 The reinforced Social OMC: a ‘Platform against poverty’

One of the seven Flagship Initiatives of Europe 2020 is the ‘European Platform against poverty’, which aims to ensure social and territorial cohesion such that the benefits of growth and jobs are widely shared and people experiencing poverty and social exclusion are enabled to live in dignity and take an active part in society.

To this end, the Commission undertakes to work at the EU level to⁸⁶:

- Transform the Social OMC into a **platform for cooperation, peer-review and exchange of good practice, and into an instrument to foster commitment by public and private players to reduce social exclusion**, and take concrete action, including through targeted support from the Structural Funds, notably the European Social Fund.
- Design and implement programmes to promote social innovation for the most vulnerable, in particular by providing innovative education, training and employment opportunities for deprived communities, to fight discrimination (e.g. disabled) and to **develop a new agenda for migrants’ integration to enable them to take full advantage of their potential**.
- Undertake an assessment of the adequacy and sustainability of social protection and pension systems, and identify ways to ensure better access to healthcare systems.

At national level, Member States are asked to:

- Promote shared collective and individual responsibility in combating poverty and social exclusion.
- Define and implement measures addressing the specific circumstances of groups at particular risk (such as one-parent families, elderly women, minorities, Roma, people with a disability and the homeless).
- Fully deploy their social security and pension systems to ensure adequate income support and access to healthcare.

The prioritisation of the integration of migrants, the explicit mention of the Roma and the implicit inclusion of ethnic minorities in the context of ‘vulnerable communities’ and the need to ‘fight discrimination’ suggests there is a solid basis from which to propose **EU-level targets for migrants, and national targets for groups who are vulnerable to racism in addition to social exclusion and poverty**.

One of the aims of transforming the Social OMC into a Platform against poverty is “to achieve more effective treatment of cross-cutting issues, such as inclusion of migrants, minorities, youth, disabled and other vulnerable groups” and this implies cooperation with Directorates-General for Education and

European Parliament, the European Economic and Social Committee and the Committee of the Regions - Proposal for the Joint Report on Social Protection and Social Inclusion 2009 - Supporting document’, COM(2009) 58 final.

86 European Commission (2010), “Europe 2020: A European strategy for smart, sustainable and inclusive growth”, 3.3.2010, COM(2010) 2020, Brussels.

Culture, for Justice, Freedom and Security, and for Health and Consumers.⁸⁷ Hence **the Platform against poverty could become a vehicle for mainstreaming the needs of migrants and ethnic minorities** into relevant portfolios. It is important to note that **undocumented migrants, who are extremely vulnerable to poverty and social exclusion, could potentially be excluded** as beneficiaries in interventions carried under the auspices of the Platform against poverty as Europe 2020 focuses on ‘legal migrants’.

3.2 A Europe 2020 headline target on poverty

The Platform against poverty is responsible for achieving the Europe 2020 headline target which aims to lift at least 20 million people from the risk of poverty and exclusion by 2020. Unlike the Lisbon 2010 target to eradicate poverty, the current target appears to be a realistic goal. There are currently **120 million people at risk of poverty or exclusion** and the target aims to lift 1 out of 6 people out of it over a 10-year period⁸⁸.

The overall number of people that are at-risk-of-poverty or excluded is measured on the basis of **three indicators reflecting different dimensions of poverty and exclusion**:

- the at-risk-of poverty rate: people living with less than 60% of the national median income (this is the headline indicator used to measure and monitor poverty in the EU);
- the material deprivation rate: people whose living conditions are severely constrained by a lack of resources, who experience at least 4 out of 9 deprivation situations⁸⁹;
- the share of people living in jobless households: people whose work intensity ranges from ‘zero’ to ‘very low’ over a whole year.

Member States are free to set their national targets on the basis of the most appropriate indicators taking into account their national circumstances and priorities. In this process they are to take into consideration that their national targets should contribute to the achievement of the target at EU level. There are limitations with using ‘the share of people living in jobless households’ as a poverty indicator as recent European experience shows jobs have not always succeeded in lifting people out of poverty⁹⁰. **Where Member States do choose the indicator on jobless households, we recommend that this should be accompanied by the ‘at-risk-poverty-rate’ and the ‘material deprivation rate’ where data is available.** This will ensure Member States have a more comprehensive understanding of the extent and nature of poverty in their country and it will also enable mutual learning at the EU level.

87 European Commission’s DG Employment (2010), Roadmap ‘Communication on the Platform against poverty’.

88 European Council (2010), ‘Contribution to the European Council of 17 June 2010: Europe 2020 - A new Strategy for Jobs and Growth: EU target on social inclusion, in particular through the reduction of poverty’, Brussels.

89 Deprivation situations include when a person cannot afford i) to pay their rent or utility bills, ii) keep their home adequately warm, iii) face unexpected expenses, iv) eat meat, fish, or a protein equivalent every second day, v) a week of holiday away from home once a year, vi) a car, vii) a washing machine, viii) a colour TV, or ix) a telephone.

90 European Commission (2010), ‘Commission Staff Working Document: Lisbon Strategy evaluation document’, Brussels, 2.2.2010, SEC(2010) 114 final.

The Social Protection Committee has advised the Council to ask Member States and the Commission to ‘improve the timeliness of underlying data as well as the **capacity to measure the situation of the most vulnerable groups (migrants and ethnic minorities, people with disabilities, homeless, etc)**’⁹¹.

The Social OMC’s Indicators subgroup was hoping to make progress on the issue of monitoring the situation of migrants, but progress has been slow due to the prioritisation of analysing the impact of the economic crisis as well as identifying indicators and targets for the Europe 2020 strategy⁹².

The need to lift migrants and ethnic minorities out of poverty and social exclusion appears to be a priority for EU institutions. With this in mind, Member States should be encouraged to set their own national targets, and consideration could also be given to whether it is appropriate to set an EU target for migrants (recalling that no EU-level data for ethnic minorities exists). The first indicator ‘at-risk-of-poverty rate’ is taken from the EU Survey on Income and Living Conditions (EU SILC), which collects data on nationality and country of birth, which can be used to examine the situation of migrants. The third indicator ‘people living in jobless households’ is taken from the EU Labour Force Survey, which collects information on length of residence as well as nationality and country of birth, and can therefore be used to examine the situation of migrants at different stages of the migration pathway. In addition the 2008 and 2014 ad hoc LFS surveys can be used to examine the proportion of different types of migrants living in jobless households. **Further indicators that capture issues of social cohesion, anti-discrimination and equality, and active citizenship would be valuable.** For example, this could include the EU SILC indicator on ‘inequalities in access to healthcare’.

Key recommendation 11: Consideration could be given to setting an EU-level target (and at the very least, national targets) to reduce migrant poverty using EU-level indicators, such as the ‘at-risk-of-poverty rate’ and ‘people living in jobless households’. These indicators should also be used to monitor and interpret progress against Europe 2020’s poverty target, alongside findings from the 2008 and 2014 Ad Hoc Labour Force Surveys to examine the situation of different types of migrants and those with different lengths of residence.

91 European Council (2010), ‘Europe 2020 Strategy - Contribution from the Social Protection Committee to the permanent Representatives Committee Council (EPSCO)’, 21 May 2010, 9964/10, Brussels.

92 Information obtained via correspondence with Isabelle Marquet, European Commission, dated from 08/07/2010.

3. Selected national practice

Target-setting has not yet been used as a tool to specifically improve the situation of migrants and ethnic minorities at the EU level (although there is potential for this to occur as the Europe 2020 strategy evolves), and although it is not common place at the national level, it is being used in varying degrees by a handful of Member States⁹³.

The national examples presented in this chapter clearly demonstrate that target-setting can be implemented for different target groups, across different spheres of life, and may be measured by input, output or outcome indicators.

The national examples show how target-setting in relation to migrants and ethnic minorities can be used variety of different contexts, namely:

- as part of a whole-of-government approach to sustainable development (Germany);
- within the context of a National Reform Programme (The Netherlands);
- to increase the civic and political participation of ethnic minorities (UK);
- to overcome the barrier of limited statistical data about the Roma (Bulgaria);
- in relation to active citizenship and education (The Netherlands);
- to improve labour market outcomes for ethnic minorities at the local level (UK).

The chapter concludes with an overview of Denmark's use of target-setting within the context of a sophisticated performance management framework, which has been designed for the purpose of monitoring and improving the situation of migrants and their descendants.

3.1 Germany: Integration of migrants as an essential part of a strategy for sustainable development

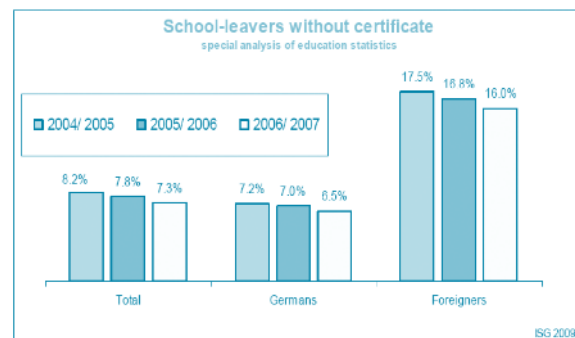
The German Federal government has developed 21 key indicators for sustainable development, which are designed to monitor progress along the path towards sustainable development and to identify where further action is needed. The indicators are linked to targets (referred to as 'concrete and quantifiable objectives') to ensure they are relevant for political action and to make it possible to

⁹³ The research for this chapter focused on those Member States who monitor the situation of migrants and ethnic minorities within the context of the Lisbon strategy. Hence it may not represent an exhaustive list. The information available is currently patchy, since the national reporting on this issue is often in-existent or limited.

achieve a consensus among actors in government and civil society about the path to be taken and the measures this will entail. Key indicators have been developed to measure the following dimensions: intergeneration equity, quality of life, social cohesion and international responsibility.

'Integration instead of exclusion' is one of the key indicators in the social cohesion dimension. Its corresponding outcome target is 'an increase in the proportion of foreign school leavers with at least **Hauptschule certificate** (completion of lower secondary education) and alignment with quota for German school leavers by 2020.' The inclusion of 'integration instead of exclusion' as a target for the whole-of-government demonstrates the German government's commitment to improving the situation of migrants as a matter of priority. The significant discrepancies in early school leaving, as depicted in figure 3 demonstrate the ambitious nature of this target⁹⁴.

Figure 3: School leavers without certificates in Germany⁹⁵



The 'early school leavers' indicator highlights the importance of improving the socio-economic inclusion of young migrants. However, as discussed in Part I of Chapter 2, care should be taken to ensure that this target does not have the perverse effect of further marginalising young migrants who, despite support, do not do well in the school system. The goal of 'alignment' with natives is

⁹⁴ Die Bundesregierung (2010), "Monitoring: The 21 Indicators", accessed from www.bundesregierung.de/nn_6516/Content/EN/StatischeSeiten/Schwerpunkte/Nachhaltigkeit/en-nachhaltigkeit-2007-04-13-erfolgskontrolle_3A-die-21-indikatoren.html.

⁹⁵ Graph from: Engels, D., Martin, M., Koopmans, R and Hajji, R. (2009), "Testing of the indicator set and report on nationwide integration monitoring", First Integration Indicator Report by the Federal Government Commissioner for Migration, Refugees and Integration.

also idealistic, rather than realistic. Factors relating to the migration experience put many migrants at a disadvantage when compared to natives. For example, language tuition may not fully compensate for a child's (and or/their parents') lack of fluency in the host country's language. It may have been more appropriate to set a more realistic target that reflects the level of challenge that young migrants face rather than assume there is a point in the future in which no barriers exist in relation to the migration experience.

The suitability of the indicator aside, the German example is an important one, as it unequivocally recognises that the integration of migrants is essential if Germany's future is to be sustainable.

3.2. The Netherlands: Setting targets for ethnic minorities within the context of the National Reform Programme

The Netherlands set the following target (referred to as a 'national participation objective') in relation to Guideline 17 (to implement employment policy aimed at creating full employment, improving the quality of work and labour productivity and strengthening social cohesion) of the Integrated Guidelines 2008-2010: **to achieve a 'proportional' increase in the number of non-western⁹⁶ ethnic minorities in employment.** It should be noted that ethnic minority status is designated on the basis of national extraction rather than ethnicity⁹⁷. The outcome indicator for this target is the participation rate as calculated from national data. The Netherlands' progress in meeting this target is shown in figure 4.

The target level is 'proportionate', which is defined in the Dutch National Reform Programme 2008-10 as follows: "As regards non-western ethnic minorities stands for an equal development of the net labour participation among the native Dutch population". It is unclear whether the 'equal development' of the participation rate refers to convergence (an idealistic target) or 'equivalent growth' (a

realistic target), i.e. the participation rate of non-western ethnic minorities improves at the same speed as the net participation rate.

The Netherlands' prioritisation of ethnic minorities (migrants) within their National Reform Programme sets an example for other Member States. With the new headline target on employment with specific reference to migrants within the Europe 2020 strategy, **Member States with significant migrant populations could follow the Netherlands' lead by monitoring and setting targets for improving their labour market participation within their National Reform Programmes.**

3.3 United Kingdom: Increasing the civic and political participation of ethnic minorities

The UK is the only Member State that routinely collects information on ethnicity and this enables it to set targets to improve the situation of ethnic minorities. The following two examples demonstrate that targets can be set to improve the civic and political participation of ethnic minorities.

In 2007 the Minister for Women and Equality announced action in the three priority areas designed to make a positive difference to the lives of women in Britain. One of these targets was "increasing the representation of Black, Asian and minority ethnic women", which has the aim of **encouraging more Black, Asian and minority ethnic women to step forward to become local councillors.** Statistics demonstrated that this group of women made up less than one per cent of councillors across England, despite making up more than five per cent of the population. Although no specific target was set, the aim was to achieve a more balanced representation⁹⁸. Although this target doesn't include a 'level of stretch' that would signify when/if the target had been met, it is of particular importance because it **focuses on a subgroup (ethnic minority women) and a subject (political representation) rarely addressed through target-setting.**

Figure 4: Labour participation in accordance with the national definition¹⁰⁰

	Dutch Objective	2001	2002	2003	2004	2005	2006	2007	2008
Net total labour participation	(none)	65	64.8	64.2	63.3	63.2	64.6	66.2	67.5
Women	65% (2010)	52.9	53.2	53.3	52.7	53	55	57.2	59
Older workers (aged 55-64)	45% (2010)	33.7	36.4	37.5	38	38.2	39.8	42.7	44.8
Non-western ethnic minorities	'proportionate'	52.7	51.7	49.6	48.7	49.2	49.7	53.3	56.5

Source: Netherlands Bureau for Economic Policy Analysis (CPB)

96 Northern, southern or western Europe, the former Yugoslavia, the USA, Canada, Australia, New Zealand, Japan and the former Netherlands East Indies are considered to be 'western countries'.

97 Ministry of Economic Affairs (2008), "National Reform Programme for the Netherlands 2008-2010 in the context of the Lisbon Strategy", The Hague.

98 Graphs selected from: Ministry of Economic Affairs (2009), "Annual Progress Report 2009 - The Netherlands - in the context of the Lisbon Strategy", The Hague.

99 UK National Report on Strategies for Social Protection and Social Inclusion 2008-2010.

In June 2009 the British Government Equalities Office, in partnership with the Cabinet Office, launched a set of new targets and an action plan to increase the number of women, **ethnic minorities** and disabled people **holding 'public appointments'** (appointments generally made by or on behalf of ministers to the boards of public bodies and advisory committees). Statistics demonstrated that less than 6% of public appointees were from an ethnic minority background. The target for 2011 is that 11% of public appointees should be Asian, Black and minority ethnic people, which is equivalent to the proportion of ethnic minority people in the UK. This is not the first time targets have been set. In 2002 the target for 2005 was set at 7-8% for ethnic minorities' representation, which was in line with their representation in the economically active population. Ethnic minority appointments increased from 3.7% in 1998 to 6.5% in 2004, but dropped back to 5.7% in 2007 and 2008¹⁰⁰. The target appears to be idealistic, particularly given the earlier target of 7-8% has not been achieved despite some early gains. Still, it is an **important example of setting targets to improve the representation of ethnic minorities in public life.**

Both of these examples demonstrate how outcome targets can be used to improve the situation of ethnic minorities where data is routinely collected.

3.4 Bulgaria: Overcoming the barrier of limited statistical data in relation to the Roma

Bulgaria does not collect information on ethnicity in social surveys that examine employment, social and family assistance¹⁰¹, but has nevertheless engaged in target-setting with regard to the Roma by collecting data in the provision of particular employment services. For instance¹⁰²:

- In relation to **labour market activation**, Bulgaria set a target for 2009 of 4,000 newly registered Roma at the Labour Offices as a result of the work of the newly introduced Roma mediators at 41 Labour Office Directorates.
- In relation to **improving literacy and qualifications**, a target has been set for 1,000 persons to be enrolled in training in 2009 (although this did not appear to be an ambitious target given 1,167 persons had enrolled in training during the first half of 2008)¹⁰³.
- In relation to **ethnic entrepreneurship**, the target for 2009 was that 2000 business services would be provided to Roma business centres in 2009 (and 2200 services for 2010).

100 Cabinet Office (2002), "Reference Public Bodies: Opening Up Public Appointments 2002-2005", London.

101 Republic of Bulgaria (2008), "National Report on Strategies for Social Protection and Social Inclusion 2008-2010", approved by the Council of Ministers of the Republic of Bulgaria on 25 September 2008.

102 Republic of Bulgaria (2008), "Action Plan to the National Reform Programme of Republic of Bulgaria (2008-2010)".

103 Ibid.

These output indicators demonstrate that it is possible for government agencies to set targets to improve the situation of the Roma, despite the lack of national data on their situation.

3.5 The Netherlands: Setting targets in relation to active citizenship and education¹⁰⁴

The Netherlands' National Reform Programme outlines target-setting that is occurring in relation to the active citizenship and education of migrants (who are referred to as ethnic minorities).

In regard to **active citizenship**, these are:

- **Volunteering:** The Netherlands acknowledges voluntary work provides opportunities for self-development and participation and can also be a stepping stone to paid employment. The Ministry of Social Affairs and Employment in conjunction with the Ministry of Education, Culture and Science and the Programme Ministry for Housing, Communities and Integration, set up the project 'A Thousand and One Strengths', which has an output target of **50,000 ethnic minority women to start taking part in volunteer work over a period of three years** (by 2010). This target highlights the valuable role voluntary work can play in the integration process.
- **Naturalisation:** The Netherlands has set a target that 'people from ethnic minorities are equipped with skills and orientations required in order to take part in society and for an independent existence from an economic, social and cultural point of view'. The two indicators to measure this dimension are (i) the **number of provisions for civic integration offered** (an input target); and the **number of people who passed the civic integration exam** (an outcome target). The reliability of these indicators is dependent upon the effectiveness of the civic integration exam in capturing a migrant's social, economic and cultural integration.

In relation to **education**, these are:

- **School education:** the Dutch cabinet has stated its wish to see all children have the opportunity to develop their talents and become fluent in Dutch. To this end, all children with a risk of lagging behind in Dutch language acquisition are to take part in early childhood education in 2011. The outcome target is to **cut the lag in language acquisition by 40% for pupils leaving primary school in 2011 compared to 2002** by using early childhood education, pre-school, bridge classes and policy on educational disadvantages and quality.
- **Higher education:** performance agreements are being made with institutes of higher education with an outcome **target to increase study achievements among students from ethnic minorities**. This is an interesting target as it demonstrates how governments

104 National strategy report on social protection and inclusion - The Netherlands, 2008.

can influence other institutions to remove barriers faced by migrants and ethnic minorities.

3.6 United Kingdom: Improving the labour market outcomes for ethnic minorities at the local level

The Department of Work and Pension (DWP) has a 'City Strategy', which brings together public, private and voluntary sector organisations to improve support for jobless people in the most deprived areas. The DWP sets the agenda for the cities, and this has included a strong steer to include a target for ethnic minority groups. Thirteen of the cities with substantial ethnic minority populations have set targets to reduce ethnic minority unemployment¹⁰⁵. Most targets aimed to narrow the employment rates between white and ethnic minority groups¹⁰⁶. This example demonstrates that it is possible for mainstream agencies to implement targets at the local level in order to improve the situation of migrants and ethnic minorities.

3.7 Denmark: Using target-setting as part of a performance management framework to improve the situation of immigrants and their descendants

The Ministry of Refugee, Immigration and Integration Affairs in Denmark has developed a performance management framework to show citizens the impact of integration intervention in order to demonstrate public funds are used effectively, as well as to continually monitor the development of central parts of the integration effort to determine whether the established effects/results are feasible. The Ministry's performance framework was modelled on those used by public institutions in the United States and adapted to fit the Danish context.

Denmark's long-term objective for integration efforts is '**better integration and cohesion in Danish society**'. Fourteen intermediate 'objectives' (targets) show the central areas the ministry is focusing on in order to contribute to achieving the following **six key targets**:

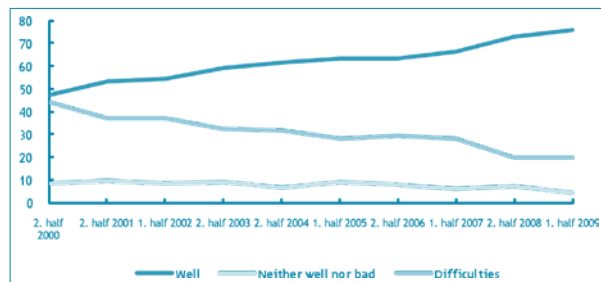
- 1) More highly-qualified foreign citizens to Denmark;
- 2) More Danes with an immigrant background originating from non-western countries must be employed;
- 3) More young Danes with immigrant backgrounds originating from non-western countries must complete a youth education and higher education;
- 4) More Danes with immigrant backgrounds must improve their Danish language skills.
- 5) Fewer marginalised housing areas;
- 6) More Danes with immigrant backgrounds originating from non-western countries must participate in and experience being a part of Danish society.

Each target is measured by one or two indicators. For example, the indicator for 'more Danes with immigrant

backgrounds originating from non-western countries must be employed in the public sector' is the percentage of immigrants and descendants from non-western countries employed in the public sector. For 'more Danes with immigrant backgrounds must participate in and experience being a part of Danish society', it is the percentage of immigrants who are members of an association, party or interest group. The performance management framework is presented in its entirety in figure 6.

The indicators provide highly useful information and this is often accompanied by historical data, which enables Denmark to monitor outcomes of policy interventions over time. For example, figure 5 demonstrates the improvement in the language ability of immigrants over a nine year period, demonstrating the positive impact of policy interventions.

Figure 5: Self-assessed Danish language skills among immigrants and descendants from selected non-western countries in the period 2000 to 2009



Source: Catinét Integration Status, March 2009

The performance management framework captures a significant number of the dimensions outlined in Chapter 1 in terms of **employment, social cohesion, education, anti-discrimination and equality, and active citizenship**.

In Denmark, integration interventions are carried out by the municipalities and the performance management framework is a vehicle for relaying a common understanding of the integration efforts' goals to the municipalities, focusing effort, and motivating stakeholders to achieve Denmark's long-term objective of 'better integration and cohesion in Danish society'.

The Danish example clearly demonstrates the feasibility and value in setting targets within the context of a performance management framework. Its effectiveness in translating goals from the national to the local/regional level suggests that a performance management framework could be used by the EU to translate common goals at the Member State level¹⁰⁷.

¹⁰⁵ HM Government (2009), "Lisbon Strategy for jobs and growth: UK national reform programme 2009".

¹⁰⁶ Green, A; Adam: D; & Hasluck, C. (2010), "Evaluation of Phase 1 City Strategy", Research Report No 639, Department of Work and Pensions.

¹⁰⁷ Information and tables from the Danish Ministry of refugee, immigration and integration Affairs (2010), "Monitoring the integration process in Denmark", paper prepared by Line Møller Hansen, July 2010.

Figure 6: Overview of indicators for measuring the six objectives for immigrant integration in Denmark

Key objectives	The ministry's intermediate objectives	Indicators	
1. Increased highly-qualified immigration			
1. More highly-qualified foreign citizens to Denmark		Number of residence permits for commercial and study residency, including EU citizens	
		Percentage of residence permits for commercial and study residency (incl. EU citizens) compared to all residence permits	
	1.1 Better reception and retention of highly-qualified foreign citizens		The period of residency in Denmark among highly-qualified immigrant labour
			The number of immigrant labour that receives Danish language training
		Satisfaction with the level of information among highly-qualified immigrant labour	
2. Increased employment			
2. More Danes with immigrant backgrounds originating from non-western countries must be employed		The percentage of 16-64 year old immigrants and descendants from non-western countries in employment	
		The percentage of 16-64 year old immigrants and descendants from non-western countries in full-time employment	
	2.1 More effective introduction programmes		Number of result subsidies to municipalities for employment
			Percentage of introduction allowance recipients in job training
			Percentage of introduction allowance recipients in combined Danish language training and job training
	2.2 More staff diversity among employees in businesses		Percentage of businesses with 6 percent staff of employees from non-western countries
	2.3 More Danish women with immigrant backgrounds must enter the labour market		Percentage of 16-64 year old female immigrants and descendants from non-western countries in employment
			Number of job training programmes with special focus on women
	2.4 More Danes with immigrant backgrounds originating from non-western countries must be employed in the public sector		Percentage of immigrants and descendants from non-western countries employed in the public sector
	3. Increased level of education		
3. More young immigrants originating from non-western countries must complete youth education and higher education		Percentage of 20-24 year old immigrants and descendants from non-western countries who have completed youth education	
		Percentage of 25-29 year old immigrants and descendants from non-western countries who have completed higher education	
	3.1 More young Danes with immigrant backgrounds originating from non-western countries must be informed about and motivated to pursue an education and strive towards an increased presence in education		Number of participants in information and motivation events
			Increased presence of immigrants and descendants from non-western countries in education
	3.2 More young male descendants must pursue youth education		Percentage of young 15-24 year old male descendants from non-western countries who pursue youth education
	3.3 The drop-out rate from vocational education among young Danes with immigrant backgrounds originating from non-western countries must be reduced		Drop-out rate from vocational education among immigrants and descendants from non-western countries

4. Better Danish language skills		
4. More Danes with immigrant backgrounds must improve their Danish language skills		Number of immigrants who pass a Danish language course
		Grade average on Danish language courses 1, 2 and 3
		The personal opinion of immigrants on their Danish language skills
	4.1 More effective Danish language courses	Progression of Danish language courses 1, 2 and 3
	4.2 More flexible Danish language tuition	Satisfaction with Danish language courses among participants
Satisfaction with Danish language skills among enterprises		
5. Fewer marginalised housing areas		
5. Fewer marginalised housing areas	Currently under revision	
6. Increased citizenship		
6. More Danes with immigrant backgrounds must participate in and experience being a part of Danish society		Percentage of immigrants who feel integrated
		Percentage of immigrants who are members of an association, party or interest group
		Election participation among immigrants
		Participation in parent/teacher meetings, etc. of immigrants
	6.1 More Danes with immigrant backgrounds originating from non-western countries must gain an understanding of the fundamental norms and values in Denmark	Immigrants' understanding of democracy, equality, freedom of speech and other fundamental values and norms in Denmark
	6.2 Increased contact between citizens of different ethnic backgrounds	Percentage of immigrants who are friends with other Danes
		Percentage of Danes who are friends with immigrants
		Percentage of immigrants who marry a Dane or another immigrant in Denmark
	6.3 Fewer Danes with immigrant background originating from non-western countries who feel discriminated against	Percentage of immigrants who feel discriminated against
6.4 Increased resistance in society against radicalisation and extremism	Trust in social institutions	

Conclusions



Target-setting is increasingly being used by governments as a way of demonstrating their commitment to tackling pertinent issues and to enable greater accountability over public expenditure. It would seem to be not uncommon for governments to embark upon target-setting lightly and as a result, the process is often poorly thought out and does not produce the desired results. This may be because, for example, it was not appropriate to set a target in the first place; the target did not meet the specified criteria; the target was set so high that it was unachievable, or so low that there was little impetus to bolster performance; or that an outcome target was used and it was difficult to isolate the impact of the policy intervention in question from other factors, including other policy interventions, to establish whether it was successful (a common problem with outcome indicators). Targets have the potential to ensure that governments are effectively addressing the socio-economic situation of migrants and ethnic minorities, but there are a number of limitations that need to be considered.

Targets that aim to reduce inequalities on the premise that no one will be left behind, i.e. where the performance indicator examines the population as a whole, do not appear to be effective in improving the situation of migrants and ethnic minorities. It is likely that this is because their situation requires a tailored policy response. Across Europe there is now evidence of equality targets that aim to close the gap between migrants (Denmark, the Netherlands, Germany) and ethnic minorities (the UK) and the population as a whole. While these targets focus much needed attention on improving the situation of migrants and ethnic minorities, targets that aim to completely close the gap are likely to be unachievable as they assume that barriers relating to the migration experience can be removed. However, even if effective policy interventions are in place to, for example, improve fluency in the host country's language, create pathways for qualifications and skills recognition, and to expand social networks and opportunities, there will still be a lag in outcomes between many new migrants, particularly those migrating for family reasons or international protection, and the population as a whole.

In Europe the data on the socio-economic situation of migrants tends not to be broken down to examine the situation of different sub-group of migrants. It is clear, however, that migrants have different socio-economic

outcomes depending upon the stage of their journey along the migration pathway (with the three phases in the host country being: establishing themselves in their new country, adjusting to socio-economic life, and participating fully in all aspects of life in receiving societies). It should also be recalled that for many migrants the journey along the migration pathway may be completed, not by themselves, but by their children or grandchildren. Migrants who are in the 'establishment phase' should not be expected to have the same socio-economic outcomes as those who are in the 'participation phase'. Information on length of residence provided in the EU Labour Force Survey provides the potential for this dimension to be examined in the future.

In addition, it is unreasonable to expect different categories of migrants to have similar socio-economic outcomes. For example, at one end of the spectrum are highly-skilled migrants who are given permission to reside in a Member State on the basis of their sought after skills and knowledge, and at the other end of the spectrum there are refugees given permission to reside in a Member State on the basis of its commitment to universal human rights. When setting targets and monitoring progress, it is important to recall that more recent labour migrants should have higher socio-economic outcomes than the general population, and this is likely to mask the considerable socio-economic disadvantage faced by family migrants and those who have sought international protection. The 2008 and 2014 ad hoc module on the labour market situation of migrants and their immediate descendants will collect data which will enable this dimension to be explored.

In the 'Europe 2020 strategy', as well as in national strategies, it will be essential that disaggregated migration data is considered in monitoring and interpreting progress of migrants in meeting socio-economic targets. This should be done, not only when targets are designed to 'close the gap' between migrants and the population as a whole, but also for socio-economic targets set for the population as a whole. This is essential if Europe 2020 is to meet its objectives, as the failure to adequately address the situation of migrants and ethnic minorities is one of the contributing factors to the Lisbon strategy not meeting its socio-economic goals. In addition, migrants and ethnic minorities are only addressed from the limited perspective of their 'vulnerability' to social and economic

exclusion. This overlooks their positive contribution to society, for example in regard to ethnic entrepreneurship, career progression, addressing labour shortages, and the promotion of diversity more generally as a valuable resource for socio-economic growth.

Denmark's use of target-setting in a comprehensive performance management framework designed with the long-term objective of securing better integration and cohesion in Danish society is a promising example of how targets can be used to improve the situation of migrants, which the EU and Member States could aspire to.

The fact that information on ethnicity and religion is not collected in socio-economic surveys in Europe prevents outcome targets that aim to improve the situation of disadvantaged ethnic, national and religious minorities. More importantly, the lack of data prevents knowledge of the extent of their disadvantage. The impact of this can be seen within the Lisbon strategy and Europe 2020 where ethnic minorities are not prioritised in the same way as migrants, probably as a result of the situation of migrants being highlighted by data collection on nationality and country of birth in socio-economic surveys. However, input and output targets could be used where there is robust evidence about the effectiveness of certain policy interventions in improving the situation of ethnic, national

or religious minorities. The national example of Bulgaria presented in Chapter three demonstrates this possibility. The UK routinely collects information on ethnicity and this enables it to monitor economic participation, social cohesion, education, anti-discrimination and equality, and active citizenship; and indeed to set targets, for example, to increase the political representation of ethnic minority women and ethnic minorities holding public appointments. The situation of undocumented migrants is also overlooked at the EU and national levels, not only because they are contested recipients of socio-economic policy interventions, but because there is scarce data about their situation.

In an era of increasing accountability, one should recall the advice offered in a sign hanging on the wall of Albert Einstein's office: "Not everything that counts can be counted, and not everything that can be counted counts"¹⁰⁸. This is of particular relevance when it is remembered that one of the five headline targets for the Europe 2020 strategy is measured by an indicator that is not considered to be reliable by the EU or Member States; and that ethnic minorities, including the Roma and undocumented migrants, are the most vulnerable to social and economic exclusion, but as they cannot readily be counted, their situation is not given the priority it requires.

¹⁰⁸ The quote itself is from sociologist William Bruce Cameron's 1963 text, "Informal Sociology: a casual introduction to sociological thinking".

ANNEX A: Target-setting guidelines and list of common problems



The following guidelines and list of common problems have been produced by the UK's Improvement and Development Agency, in conjunction with the Audit Commission¹⁰⁹.

Target-setting guidelines

a. Know what outcome you are trying to achieve

- Be clear about the purpose of the target and the type of target you need. Is it aspirational, to drive up performance, or a realistic assessment of what can be achieved, against which people will be judged?
- Be clear in articulating the outcome that you are trying to achieve as this will help in engaging staff and particularly citizens
- Consider any constraints (e.g. national targets or standards)
- Be clear what the time period is for achieving the objective. Will you also need intermediary or milestone targets? When will most of the changes happen and what is the trajectory of improvement?

b. Clearly define where you are now and where you want to get to

- Review trends and history
- Consider variations in performance, e.g. peaks, troughs and seasonal factors
- Project forward, taking account of known changes ahead in the environment
- Take account of EU, national and local targets and strategies
- Use comparisons to help build up an idea of what is feasible
- Take account of your ability to influence the outcomes (e.g. do you depend on others such as partner bodies)

c. Identify measures

- Consider whether to express the target in terms of a suite or basket of measures (e.g. where several different indicators have to be reached rather than just a single one)
- Check if there are indicators already in existence
- Work on the definition if it is a new indicator to ensure that information will be collected consistently over time. Developing a new indicator is difficult, so always check whether ones already exist and consider getting

expert help, either internally or externally

- Consider what type of target is most appropriate (e.g. number or percentage, a band rather than spot figure, utilisation, user satisfaction etc.). There are no hard and fast rules for which is most appropriate, and indeed there might be disagreement as to which is right

d. Set targets in consultation with stakeholders, including citizens

- Involve those who will have to deliver the target and who will be held to account right from the beginning. You will need their knowledge, experience, ownership and understanding
- Be clear who the target is for. Be clear how they will be held collectively accountable, and who will drive achievement of the target in practice
- As well as setting a target, consider, and ideally plot, the trajectory by which you will reach it. Do you expect a steady, straight line improvement, will there be peaks and troughs, or will it take time for investment or interventions to take effect?

e. Action plan to achieve the target

- Consider the time period for achievement of the target
- Clarify what action would need to be taken to achieve the target in this time period
- Produce an action plan with accountabilities, costs and timescales
- Ensure any necessary money is in the budget, that people's time is accounted for and that it is included in service and business plans
- What will change to enable you to meet the target?

f. Final checks

- Ensure staff, members and citizens understand and are happy with the targets set
- Check that the target is specific, measurable, achievable, relevant and time bound
- Ensure that an action plan is in place to deliver against the target
- Do a risk assessment: plan preventive or ameliorative action

g. Monitor risk actions

- Are the targets fair, legal, honest and ethical?
- Ensure that performance is monitored on a regular basis. Be clear who is reviewing the information, how

¹⁰⁹ Improvement and Development Agency (2005), "Target-setting - A Practical Guide prepared by the performance, management, measurement and information project PMMI project", August 2007, Audit Commission, London.

it will be presented to them and how frequently. Be sure that action will be taken if required as a result of the monitoring.

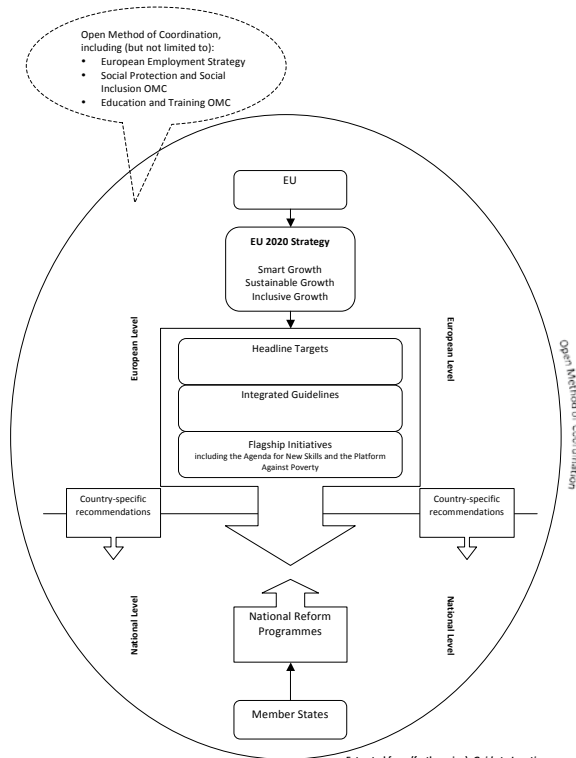
List of common problems

Many targets are not correctly set and do not result in improvement and can actually be a disincentive. Common causes for this include:

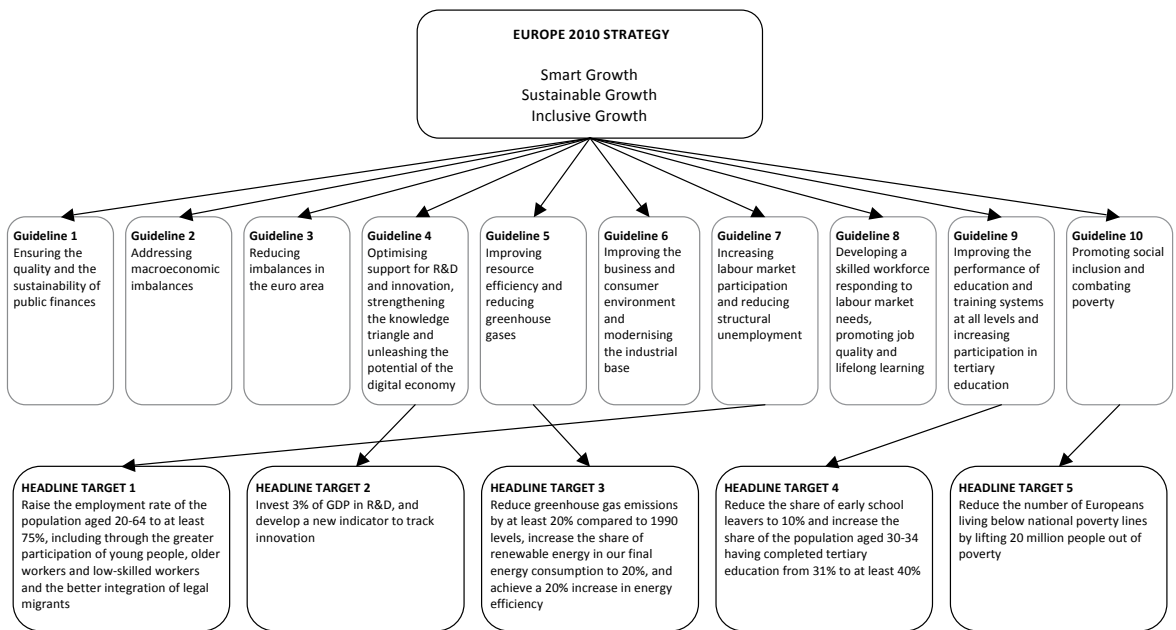
- **Lack of ownership of targets.** Ensure that each target has a named officer against it who is accountable for performance. Also that those involved in delivering the service have an opportunity to input to the discussion in setting the targets. If necessary review the level the target has been set if it proves to be unrealistic or meaningless. Have a broad approach to improvement, including a strong leadership role. Do not just rely on targets to drive improvement.
- **Unreliable data.** Re-visit the definition of the performance indicator and ensure that it is robust, i.e. that there is no room for different interpretations and that it is clear where the information is coming from. Map out data collection processes and ensure that they are consistent and in accordance with the definition.
- **Perverse incentives.** This is where an indicator doesn't measure the real objectives, so there is a tendency to do what is necessary to improve the indicator rather than meet the real aims. Review the indicator to see whether it can be revised to make it more reflective of aims. Use a balanced suite of indicators and particularly qualitative assessments. Focus on outcomes as far as possible.
- **Ambiguous indicator.** If an indicator can be interpreted in different ways it is not generally an appropriate measure for a target. Instead the indicator should simply be a used as starting point for further investigation.
- **Distorted activity.** Individual indicators may work well, but there may be indicators and targets in only a limited range of areas, unintentionally focusing attention there rather than elsewhere. Consider a wider range of indicators / targets, or using other means to manage the whole range of activities.
- **'Gaming'.** This is a general term for people trying to 'play the system', rather than using it as a tool for improvement (i.e. it is important that targets are set in a way which ensures that the results are meaningful do not simply look good on paper¹¹⁰).
- **Confusion over terms.** Be clear whether you are using a 'target' to mean an aspiration, something which is stretching but achievable, a plan of intended direction without consequences whether it is reached or not, or a standard whose achievement is expected. Ensure there is clarity around performance management and measurement terms.
- **Lack of attribution.** This is particularly an issue with targets set in partnership with others when an organisation or person has little ability to influence the performance of the target. In some circumstances this may be appropriate as long as this is understood by all and action plans reflect the reduced organisational/ individual input to the overall outcome in this area. In other cases it may reflect a lack of consideration or consultation on the target. Be sure that targets can be achieved by those whose names are against them in the action plan.
- **Targets working against each other.** Sometimes performing better against one target means you do worse against another. It is necessary to investigate the reason for this data. If it is because the performance measures are not telling you the whole picture, you may need to find more representative indicators or a wider suite. Sometimes, however, the conflict may represent real policy choices in which case the judgements and trade-offs need to be addressed directly.
- **Too many or the wrong kind of indicators.** Many authorities feel swamped by the number of indicators being produced or use output rather than outcome indicators. All indicators must provide useful information that can lead to action against identified objectives and priorities. However, not all information needs to be provided to everyone or used for the same purpose. The same performance management system is supporting management of particular service areas, corporate management and accountability to the public (and more). Appropriate suites of indicators are required for different purposes. While outcome indicators are important to keep a focus on what you are trying to achieve, sometimes output, input or contextual indicators are required to develop a rich understanding of what is going on, so action can be taken.

¹¹⁰ Clarification by M. Kate.

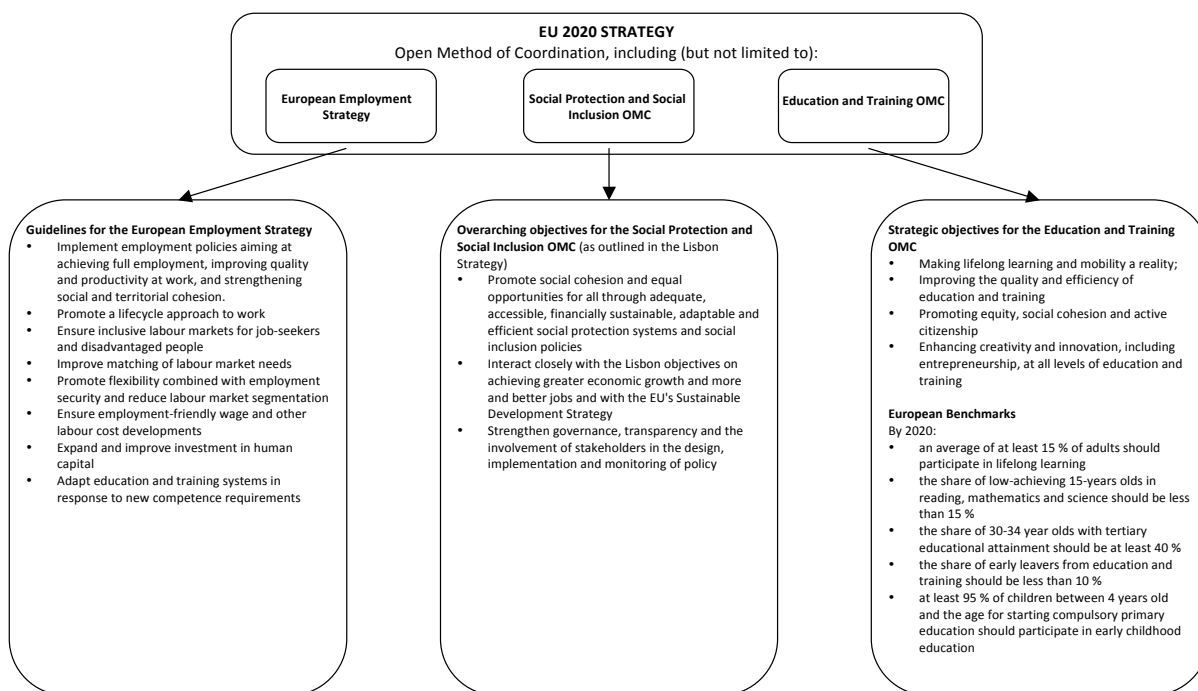
ANNEX B: Schematic diagrams of the Europe 2020 strategy



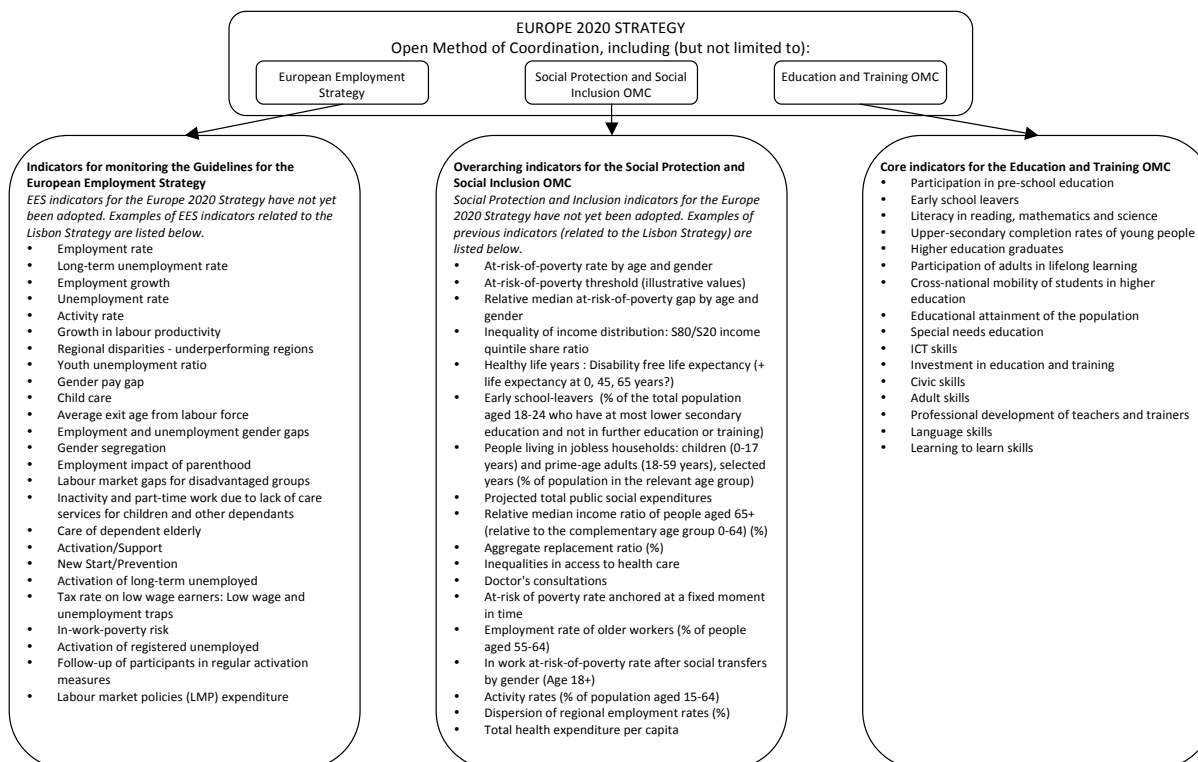
Extracted from (forthcoming), *Guide to Locating Migration Policies in the European Commission* (Brussels: Migration Policy Group, 2011)



Extracted from (forthcoming), *Guide to Locating Migration Policies in the European Commission* (Brussels: Migration Policy Group, 2011)



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Migrants and ethnic minorities are a group who are vulnerable to social exclusion and who have fewer opportunities in relation to employment, education and civic participation when compared to the general population. Their often stark level of disadvantage demonstrates the need to improve their situation as a matter of priority.

This publication forms the second part of ENAR research on the social and employment dimensions of the EU's Lisbon Strategy and on opportunities for monitoring and improving the situation of migrants and ethnic minorities in this context and that of the Europe 2020 strategy. It takes the process of monitoring the situation of migrants and ethnic minorities one step further by suggesting that the EU and its member states consider using target-setting as a tool to improve their situation. Target-setting demonstrates that this issue is a priority, and it establishes an agreed direction, focuses attention and resources, and motivates actors to secure an improvement in their situation.

The European Network Against Racism (ENAR) consists of over 700 organisations working to combat racism in all EU member states and acts as the voice of the anti-racist movement in Europe. ENAR is determined to fight racism, racial discrimination, xenophobia and related intolerance, to promote equality of treatment between European Union citizens and third country nationals, and to link local/regional/national and EU initiatives.

