


# Procedure file

Basic information		
INI - Own-initiative procedure	<a href="#">2003/2147(INI)</a>	Procedure completed
Immigration and employment: integration of immigrants		
Subject		
4.15 Employment policy, action to combat unemployment		
7.10.08 Migration policy		

Key players				
European Parliament	Committee responsible	Rapporteur	Appointed	
	<b>EMPL</b> Employment and Social Affairs		04/06/2003	
		PSE <a href="#">MORAES Claude</a>		
	Committee for opinion	Rapporteur for opinion	Appointed	
	<b>BUDG</b> Budgets	The committee decided not to give an opinion.		
	<b>LIBE</b> Citizens' Freedoms and Rights, Justice and Home Affairs		10/07/2003	
	PSE <a href="#">TERRÓN I CUSÍ Anna</a>			
	<b>FEMM</b> Women's Rights and Equal Opportunities		10/07/2003	
		ELDR <a href="#">DYBKJÆR Lone</a>		
	<b>PETI</b> Petitions		11/09/2003	
		ELDR <a href="#">S BARBATI Luciana</a>		
Council of the European Union	Council configuration	Meeting	Date	
	<a href="#">Employment, Social Policy, Health and Consumer Affairs2549</a>		01/12/2003	
	<a href="#">Justice and Home Affairs (JHA)</a>	<a href="#">2514</a>	05/06/2003	
European Commission	Commission DG	Commissioner		
	Energy and Transport			

Key events			
03/06/2003	Non-legislative basic document published	<a href="#">COM(2003)0336</a>	Summary
05/06/2003	Debate in Council	<a href="#">2514</a>	
04/09/2003	Committee referral announced in Parliament		
27/11/2003	Vote in committee		Summary
27/11/2003	Committee report tabled for plenary	<a href="#">A5-0445/2003</a>	

01/12/2003	Resolution/conclusions adopted by Council		Summary
14/01/2004	Debate in Parliament		
15/01/2004	Decision by Parliament	<a href="#">T5-0028/2004</a>	Summary
15/01/2004	End of procedure in Parliament		

### Technical information

Procedure reference	2003/2147(INI)
Procedure type	INI - Own-initiative procedure
Procedure subtype	Initiative
Legal basis	Rules of Procedure EP 54
Stage reached in procedure	Procedure completed
Committee dossier	EMPL/5/19832

### Documentation gateway

Non-legislative basic document	<a href="#">COM(2003)0336</a>	03/06/2003	EC	Summary
Document attached to the procedure	SEC(2003)0694	03/06/2003	EC	
Economic and Social Committee: opinion, report	<a href="#">CES1613/2003</a> <a href="#">OJ C 080 30.03.2004, p. 0092-0102</a>	10/11/2003	ESC	
Committee report tabled for plenary, single reading	<a href="#">A5-0445/2003</a>	27/11/2003	EP	
Text adopted by Parliament, single reading	<a href="#">T5-0028/2004</a> OJ C 092 16.04.2004, p. 0339-0390 E	15/01/2004	EP	Summary
Committee of the Regions: opinion	<a href="#">CDR0223/2003</a> <a href="#">OJ C 109 30.04.2004, p. 0033-0045</a>	11/02/2004	CofR	
Document attached to the procedure	<a href="#">COM(2004)0508</a>	16/07/2004	EC	Summary
Non-legislative basic document	<a href="#">COM(2005)0389</a>	01/09/2005	EC	Summary
Follow-up document	<a href="#">SEC(2006)0892</a>	30/06/2006	EC	Summary

## Immigration and employment: integration of immigrants

**PURPOSE** : to present a communication on immigration, integration and employment. **CONTENT** : with this communication, the Commission is calling for a better integration of immigrants in the EU. The Member States have been called upon to step up their efforts to integrate immigrants. Increased immigration flows are inevitable as a result of 'push' factors such as political instability in the world or welfare differentials. But properly managed immigration will also be necessary in order to meet the future needs of the European labour market. In order to make immigration a success not least for current EU citizens - Europe must achieve radically better integration of immigrants already based in the EU and prepare now for future immigration. The Communication reveals the Commissions' thinking on two different but closely related aspects of the migration phenomena. It is another important step in harnessing together different policy instruments so as to promote the development of the common immigration policy. It deals with one of the four guidelines identified by the Heads of State and Government at the European Council in Tampere in October 1999 and so completes the series of policy papers on the common immigration policy for the Union, called for at that meeting. Following its 2003 Spring Report on the Lisbon strategy, the paper also examines the potential impact which immigrants are likely to have on employment and economic growth. Given the demographic challenge which the EU is now facing, with its ageing and declining population, the Commission concludes that labour migrants will have an important role in the future in meeting the Lisbon objectives. The Commission emphasises that while immigration, on its own, will not provide a solution to all the effects of demographic ageing, more sustained flows are likely to be necessary to meet the needs of the EU labour market as the EU working age population is expected to shrink after 2010. Based on information obtained from a survey of national integration policies and figures on the employment of non EU nationals, the Commission concludes that more needs to be done to promote the integration of established migrants, as well as preparing

better for future immigration. It calls for a comprehensive approach and for greater co-ordination of a range of relevant policies. Specific steps are needed to ensure that the needs of migrants are fully taken into account in mainstream policies which have an impact on the integration of migrants. At the same time the Commission proposes a new framework at European level to focus attention on the issues and to encourage exchange of information and experience. The Commission points out that, following the Amsterdam Treaty, a common legal framework is already being put into place concerning the admission and conditions of stay of third country nationals. It calls on the Council to speed up the process of adoption and implementation of this legislation. In addition, the Commission undertakes to explore further the concept of civic citizenship within the context of developing the legal instruments needed to provide immigrants with the comparable rights and responsibilities called for in Tampere. It also calls for new initiatives in other areas - notably employment, anti-discrimination and social inclusion - all key areas which underpin the integration process. A number of other issues which need to be addressed are identified including the importance of language, education and training and access to social and other services. The Commission calls for policies which take specifically into account the needs of immigrants to be strengthened in these areas with greater participation by immigrants themselves. It also underlines the role of the social partners and of civic society in developing and implementing such policies. The Commission emphasises the need to carry forward a number of its proposals within the framework of existing policies and mainstream programmes. It sets out a number of new priorities in particular for the European Employment Strategy, the social inclusion process, in the areas of economic and social cohesion and the fight against discrimination as well as co-operation in the field of education. It proposes a new instrument for ensuring cohesion in the form of an annual report to be presented by the Commission on the development of the common immigration policy. The recent establishment by the Council of a network of national contact points for integration provides a forum within which to develop the exchange of information and good practice. This has now become operational and it will become the cornerstone of the new co-ordinated approach to the integration of immigrants. It will have an overview of relevant policies in the EU and in the Member States. The Communication is expected to have a major impact on the strengthening of integration policy for third country nationals, which will be crucial for the development of the EU economy and the promotion of social cohesion in the next decades. The report concludes by stating that the Commission has both responded to the task conferred on it at the Tampere Council by setting out detailed proposals for supporting the development of vigorous integration policies for third country nationals in the EU, while at the same time fulfilling the undertaking it made in the 2003 Spring Report to review the role of immigration, integration and employment policies in meeting the Lisbon goals. The EU's ability to manage immigration and to ensure the integration of immigrants will greatly influence its overall ability to master economic transformation and to reinforce social cohesion in the short and longer term. Although the economic implications of socio-demographic change will only become fully visible as time goes by, a forward-looking approach to immigration is needed today to be prepared for the challenges of tomorrow. The economic and social benefits of immigration can only be realised if a higher degree of successful integration of migrants can be achieved: the EU must address the challenge of integration in a comprehensive manner. The rapid adoption by the Council of the draft directives already put forward on the conditions of admission and residence of third country nationals is an essential prerequisite for future actions since it provides the necessary basic framework of rights on which all further integration policies must rest. In this context the Commission will keep under review the development of the concept of civic citizenship as a new integration tool. In line with the principle of mainstreaming policies for the integration of immigrants, support for many of the proposals made must now be taken forward within the framework of existing policies and programmes at EU level, notably the European Employment Strategy, the Social Inclusion Process, as well as the Community action programmes to combat social exclusion and discrimination. Meanwhile the European Refugee Fund and the new pilot projects to promote integration will ensure there is a focus on specific issues concerning third country nationals which need to be addressed as such and to provide support for national integration policies. Finally, and in the light of the conclusions of the Thessaloniki European Council to be held on 20-21 June 2003, the Commission will endeavour to reinforce policy coordination. It will report annually on progress made with the development of the common immigration policy. The Commission will forward this Communication for information to the European Economic and Social Committee and to the Committee of the Regions.?

## Immigration and employment: integration of immigrants

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The committee adopted the own-initiative report drawn up by Claude MORAES (PES, UK) in response to the Commission paper on immigration, integration and employment. The report called *inter alia* for the management of immigration in the EU to be placed in an overall framework that takes account of the benefits of immigration for all concerned. MEPs believed that migration flows should be managed in such a way as to serve the interests of both the host country and the country of origin. The management of immigration could be part of a response to demographic and economic trends in the EU. However, they emphasised that immigration should not be viewed purely in terms of its economic potential; instead, migration policies should be developed in parallel with additional measures for social, cultural, religious and political integration. For example, the committee supported the idea of granting the right to vote in local and European elections to non-EU nationals who are resident in the EU on a regular basis. MEPs said that employment was crucial to the integration of immigrants. They called for cooperation at EU level to deal with immigration, particularly regarding access to the labour market. Immigration management should not mean sacrificing reform of the labour market, nor should it lead to "cherry-picking" of skilled employees or entrepreneurs from certain developing countries or to the exploitation of immigrant workers. MEPs said that the management of immigration was the necessary counterpart to reform of asylum systems as well as to measures intended to combat illegal immigration. They feared that the current political climate surrounding asylum and illegal immigration was creating an obstacle to cooperation on integration and management of migration and they therefore called on Member States to foster a more responsible debate. Lastly, the Member States were urged to devise systems for regulating legal immigration into Europe and to cooperate among themselves and with the countries of origin.?

## Immigration and employment: integration of immigrants

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The Council adopted Conclusions on Immigration, Integration and Employment. The Council stressed both the importance of debating these themes regularly and that this work should be coordinated with work in the field of Justice and Home Affairs. In order to strengthen cooperation, the Commission intends to present an annual report on immigration policies. The Council welcomes the Commission Communication on Immigration, Integration and Employment, presented to the Thessaloniki European Council and endorses the annexed Opinions of the Employment Committee and of the Social Protection Committee on this Communication as a basis for further work. While respecting the competences of the Member States in this area, the Council recognises the importance of debating these themes regularly and considers that this work should be coordinated with the relevant discussions in the field of Justice and Home Affairs. In the framework of the implementation of the European Employment Strategy and of the social inclusion objectives, the Joint Employment Report and the Joint Social Inclusion Report will be essential tools for assessing progress. The Council welcomes the Commission's intention to present an annual report on immigration policies as a way of strengthening cooperation.?

## Immigration and employment: integration of immigrants

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The European Parliament adopted a resolution based on the own-initiative report drafted by Claude MORAES (PES, United Kingdom) on the Commission Communication on immigration, integration. Parliament stated that the Communication signals the first time that even-handed consideration has been given to three vital and inter-related issues: - managing migration to the EU in a context of ageing working age populations; - improving the integration of migrants in the EU; and - the need for co-operation with countries of origin. The fight against illegal immigration and trafficking in people must not give rise to a repressive policy aimed at immigrants in irregular circumstances, but should, rather, target the traffickers and employers who exploit those circumstances. These issues go to the heart of the Lisbon agenda and its vision of mutually supportive employment, social and economic policies. On the one hand, migration and maximising employment are increasingly important for EU labour markets and economic growth. On the other, the integration of new migrants, established third country nationals and EU citizens of ethnic minority origin is becoming a key factor for social cohesion. Labour market issues are crucial but cannot be seen in isolation. Integration also depends on a range of other factors including the social context, education and language skills, civic participation, the involvement of civil society and the social partners, effective implementation of EU funding programmes to tackle labour market disadvantage, and proper implementation of the Article 13 anti-discrimination Directives. Parliament emphasized that different groups of migrants require different policies for integration. The latter concerns not only newly-arrived migrants but also long-term resident third country nationals and second and third generation migrants. This must be taken into account in policy-making. Parliament went on to discuss the EU's demographic/workforce challenge noting that the EU-25 working age population is set to shrink from 303m to 297m by 2020. The fall in total employment could have negative effects on economic growth, since economic growth is the result of growth in employment and productivity. Managed migration is part of the answer, along with higher birth rates. Parliament discussed the factors which might constitute managed migration, and emphasized that it cannot mean side-stepping the reforms of EU labour markets and education/training systems needed to increase employability (including of migrants). Member States should take urgent steps to shed light on illegal employment, especially in the domestic help sector, in which a very large number of female migrant workers are employed. A new solution must be found which permits families employing such workers to draw up a legal employment contract entitling them to social security cover. Parliament stated that many immigrant women have only derived rights through their husbands in their countries of origin. It is therefore crucial to ensure the individualisation of rights and benefits and an individual legal status for immigrant women. Finally, Parliament supported the proposals, in line with the open method of coordination, to promote the exchange of information, ideas and experiences regarding the integration and employment of both new and existing immigrants. The European Parliament should have a strong role in this, and all relevant actors must be involved, including migrants' organizations.?

## Immigration and employment: integration of immigrants

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This Commission staff working document comprises the second annual report on migration and integration. This report follows on from the first annual report published in 2004. The annual report aim to provide an overview of migration trends in the EU, analysing the changes and describing actions taken regarding the admission and integration of immigrants at national and EU level. They serve as a tool to review the development of the common immigration policy. The second annual report should be seen in the light of the recently adopted Hague Programme, setting the agenda on Freedom, Security and Justice in the EU for the next 5 years.

The present report is an intermediate document. It covers developments that took place in 2004. A major part of this document is a summary report on integration policies and recent developments in the EU-25 which is attached as an annex.

Main issues dealt with in this report are as follows:

Migratory movements in EU-25 : on 1 January 2003, the number of third-country nationals residing in the EU-25 was 15.2 million, i.e. 3.35% of the total population. In 2005, the population of the EU-25 increased by 2 million mainly due to net migration of 1.7 million. Net migration in the EU-25 was 3.7 per 1000 habitants. Positive net migration was recorded in all Member States except Lithuania, Latvia, Poland, the Netherlands and Estonia. Family reunification is very important in many Member States, accounting for 75% of inflows in France and over 50% in Denmark and Sweden.

Trends in national integration policies : major changes in immigration and integration policies are occurring in several EU countries. New approaches to integration are needed which go beyond the integration of minorities and refugees. The mainstreaming of integration issues needs to be strengthened.

A certain number of Member States now require new immigrants to fulfil certain integration obligations. There is a new emphasis on obligatory integration courses, containing both language instruction and civic orientation. In the case of the Netherlands, it is planned that immigrants coming for reasons of family formation or reunification, as well as refugees, will in the future need to meet certain pre-departure standards. In some countries, there is an emphasis on possible sanctions in case of non-compliance with obligations arising from compulsory integration measures such as cuts in financial support or welfare aid.

Integration in the labour market remains a priority. A coherent and planned strategy to combat discrimination and promote integration in the labour market seems to be missing. On the other hand, more importance is being attached to the question of ethnic or migrant entrepreneurs whose number has been increasing constantly in most of the Member States. An increasing number of Member States attach growing importance to the participation of minority groups in the political decision-making process, although overall progress is slow.