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Education and Political Participation of Migrants and Ethnic Minorities in the EU

Policy Analysis

CEPS Special Report/September 2009

Anais Faure Atger

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The Includ-ED project seeks to identify education strategies that help overcome inequalities and promote social cohesion, and thus contribute to meeting the EU's Lisbon goals. The research also distinguishes practices that engender social exclusion, particularly of vulnerable and marginalised groups. The project focuses on the impact of education systems up to the compulsory level (including vocational and special education programmes), with a view to highlighting inclusive approaches for education and social policy.

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POLICY ANALYSIS

CEPS SPECIAL REPORT / SEPTEMBER 2009

ANAÏS FAURE ATGER*

Abstract

This report aims at providing an overview of the ways in which the link between the education and political participation of migrants and minorities is being developed by EU policy. The first legally binding, common instrument where this link appeared was adopted in 1977 (Council Directive 77/486/EEC on the education of children of migrant workers); yet according to the European Commission, it appears that its implementation, 30 years on, is still not satisfactory. The fact that the Directive was limited to EU citizens further contributes to a narrowing of the personal scope of this instrument, as according to Art. 17 of the Treaty establishing the European Community, EU citizens are those persons holding the nationality of a member state. Thereafter, legally binding measures with an impact on the education of migrants and ethnic minorities have only been adopted through policy initiatives relating to non-discrimination and to the integration of legally residing third-country nationals. After conducting an analysis of the relevant EU legislative acts and policies, three different approaches have been identified in connection with the policy-making processes embracing the education and political participation of migrants and ethnic minorities: the principle of equal treatment, the inclusion of youth and the integration of third-country nationals. The relevance of the latest developments and in particular the European Commission's 2008 Green Paper on migration and education are also examined.

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1. Introduction

Since the entry into force of the Maastricht Treaty, the EU has acquired an explicit competence to legislate in the field of education. According to Art. 149 of the Treaty establishing the European Community (TEC), the EU should contribute to the development of “quality education” by encouraging cooperation among member states. When considered necessary and in accordance with the principle of subsidiarity, national policies should be supported and supplemented by EU normative instruments. The same article also provides that the content of teaching, the organisation of education systems and their cultural and linguistic diversity remain under the exclusive responsibility of member states.

The European Council Conclusions of March 2000 in Lisbon¹ (also referred to as the Lisbon agenda/strategy) made a clear link between economic and social progress. They emphasised the need for greater social cohesion, in particular through the inclusion of specific categories of persons in member states’ employment, education and training, health and housing policies. For this purpose, voluntary cooperation among member states has been encouraged, especially through the open method of coordination (OMC).² In the work programme on the follow-up of the objectives for education and training systems in Europe of 2002,³ the Commission defined three objectives that should be pursued by European cooperation on education: first, improving quality and effectiveness; second, facilitating the access of all; and third, opening up to the wider world. And although so far few legally enforceable instruments concerning the field of education of migrants and ethnic minorities have been adopted, we are witnessing an increasing involvement of EU institutions in the shaping of European education systems in order to address this policy domain, which has recently been qualified as “an important challenge”.⁴ While a

¹ Council of the European Union, Presidency Conclusions of the Lisbon European Council of 22-23 March 2000, Brussels, 2000.

² The OMC, which arose as part of employment policy and the Luxembourg process, has been defined as an instrument for achieving the Lisbon strategy (2000). It provides a framework for cooperation among the member states, whose national policies can thus be directed towards certain common objectives. Through this intergovernmental method, the member states are evaluated by one another (peer pressure), with the Commission’s role being limited to oversight. The European Parliament and the Court of Justice play virtually no part in the OMC process. The OMC is applied in areas that fall under the competence of the member states, such as employment, social protection, social inclusion, education, youth and training. For an analysis of the use of the OMC in the context of immigration, refer to S. Carrera, *Benchmarking Integration in the EU: Analyzing the debate on integration indicators and moving it forward*, Bertelsmann Stiftung, Gütersloh, 2008, p. 25.

³ Council of the European Union, Detailed work programme on the follow-up of the objectives of education and training systems in Europe, OJ C 142/01, 14.6.2002(a).

⁴ European Commission, Green Paper on Migration & Mobility: Challenges and opportunities for EU education systems, COM(2008) 423, Brussels, 3.7.2008(a), p. 2.

variety of EU actors participate in this process, the majority of inputs have been through soft policy mechanisms (e.g. Communications, reports, handbooks, recommendations and Commission staff working documents) and thus do not fall within the category of legally binding EU law. The role of education in the political participation of migrants and ethnic minorities is a topic in which a large number of institutional actors have contributed to the policy developments at the EU level. These include the European Commission, the Council and the European Parliament, as well as the Committee of the Regions and the European Economic and Social Committee in their consultative function. In this context, it needs to be stressed that the definition of migrants and ethnic minorities used by each of the respective actors is not uniform and is far from consistent. The scope of persons falling within the term ‘migrant’ as understood by the European Commission’s Directorate-General (DG) for Education and Culture, as well as the DG for Employment, Social Affairs and Equal Opportunities, is much broader than that used by the DG for Justice, Freedom and Security (JFS). The DG JFS makes a clear distinction between Union citizens and third-country nationals (TCNs), with the latter being the only ones falling under the definition of ‘migrants’.

The present report aims at providing an overview of the ways in which the link between education and the political participation of migrants and minorities is being constructed and developed by EU policy. The first legally binding, common instrument where this link appeared was adopted in 1977 (Council Directive 77/486/EEC on the education of children of migrant workers).⁵ Yet it appears that its implementation, 30 years on, is still not satisfactory.⁶ The fact that the Directive was limited to EU citizens further contributes to a narrowing of the personal scope of this instrument. Indeed, according to Art. 17 TEC, EU citizens are those persons holding the nationality of a member state. Thereafter, legally binding measures with an impact on the education of migrants and ethnic minorities have only been only adopted through policy initiatives relating to non-discrimination (based upon Art. 13 TEC)⁷ and to the integration of legally residing TCNs (based upon Art. 63.3 TEC). This report has therefore included an analysis of all these various policy measures, which have been summarised in the appendix, following the format provided by the project coordination team. After conducting an analysis of the relevant EU legislative acts and policies, three different approaches have been identified in connection with the policy-making processes embracing the education and political participation of migrants and ethnic minorities: the principle of equal treatment, the inclusion of youth and the integration of TCNs. The final section presents the ‘latest’ developments and in particular the European Commission’s 2008 Green Paper on migration and education.

2. Education and equal treatment

2.1 Educating for a tolerant and democratic society

As suggested in the opinion of the European Economic and Social Committee on migration, mobility and education, there is a wide-ranging assumption that **schools “are a reflection of society**, although they can also make a decisive contribution to changing it” (emphasis added).⁸

⁵ Council Directive 77/486/EEC of 25 July 1977 on the education of the children of migrant workers, OJ L 199, 6.8.1977, pp. 32–33.

⁶ See the Green Paper on Migration & Mobility (European Commission, 2008a, op. cit), p. 13.

⁷ Art. 13.1 TEC provides that “[w]ithout prejudice to the other provisions of this Treaty and within the limits of the powers conferred by it upon the Community, the council, acting unanimously on a proposal from the commission and after consulting the European Parliament, may take appropriate action to combat discrimination based on sex, racial origin, religion or belief, disability, age or sexual orientation”.

⁸ European Economic and Social Committee, Opinion on the Green Paper “Migration & mobility: Challenges and opportunities for EU education systems”, OJ C 218, 11.9.2009.

This implies that the values conveyed in the education systems should correspond to the founding principles of European democracies. According to Art. 6(1) of the Treaty on European Union (TEU), the principles on which the Union is based are “liberty, democracy, respect for human rights and fundamental freedoms, and the rule of law”. The role of the Charter of Fundamental Rights of the EU⁹ in ensuring the respect for EU fundamental rights and values is also central to understanding the principles shared by the EU. In its Art. 14, it provides that “**everyone has the right to education** and to have access to vocational and continuing training” (emphasis added). This fundamental right applies to any person, independent of her/his nationality.

In its 2001 report to the European Council, the Education, Youth and Culture Council¹⁰ asserted that in order to fulfil the objectives of the Lisbon agenda, a vision of tolerance and solidarity needed to be conveyed by education systems: “[E]ducation and training systems have to lead people to accept that racism and intolerance have no place in our society; that discrimination...is unacceptable.”¹¹ Education systems should transmit **values of tolerance and equality**. The most central, legally binding EU instrument adopted in this spirit is the Council Directive of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial and ethnic origin. It provides that the principle of non-discrimination should be guaranteed, especially in the field of education. It stresses that “[t]o ensure the development of democratic and tolerant societies which allow the participation of all persons irrespective of racial or ethnic origin, specific action in the field of discrimination based on racial or ethnic origin should go beyond access to employed and self-employed activities and cover areas such as education”.¹²

Another crucial legal instrument in this spirit is Directive 2003/109/EC concerning the status of third-country nationals who are long-term residents, adopted in 2004.¹³ Equal treatment in the field of education and vocational training is one of the crucial rights conferred by this measure to those qualified as TCNs legally residing on EU territory for a period of at least five years. As explained in Recital 12 of the Directive, equal treatment is viewed as desirable for the TCNs to integrate fully into the society in which they live. It emphasises that “[i]n order to constitute a genuine instrument for the integration of long-term residents into [the] society in which they live, long-term residents should enjoy equality of treatment with citizens of the Member State in a wide range of economic and social matters, under the relevant conditions defined by this Directive”.

The contribution this could make to the development of democratic societies is apparent in the various policy instruments on education, which stress the potential of education to enable all children to play a full role in society. As discussed in more depth in section 3 of this report, education policies are increasingly oriented towards the promotion of “active citizenship”,

⁹ See the Charter of Fundamental Rights of the European Union, OJ C 303, 14.12.2007.

¹⁰ The Education, Youth and Culture Council brings together education, culture, youth and communication ministers around three or four times a year. It usually adopts its decisions by a qualified majority (apart from those on cultural affairs, on which it acts unanimously) and in co-decision with the European Parliament.

¹¹ Council of the European Union, *The concrete future objectives of education and training systems*, Report from the Education Council to the European Council, 5980/01 EDUC 23, Brussels, 14.2.2001.

¹² See Recital 12 of Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin, OJ L 180/22, 19.7.2000.

¹³ See Art. 11.1(b) of Council Directive 2003/109/EC of 25 November 2003 concerning the status of third-country nationals who are long-term residents, OJ L 16/44, 23.01.2004.

which is considered to constitute an essential part of the learning process.¹⁴ As such, promoting the education “of all” not only purports to develop the individual in his/her personal capacity, but also amounts to **helping sustain participative, democratic societies**. This principle is especially obvious when looking at policy instruments targeted at specific groups, such as the Roma in Europe. For instance, in its 2005 Resolution on the situation of the Roma in the EU,¹⁵ the European Parliament considers better education for the Roma to be crucial to the advancement of the Romani community as a whole. It further asserts that the racism they suffer, which is apparent in their educational exclusion, triggers a weakening of the **rule of law and of democracy**, and hence the founding principles upon which the EU is supposed to be based.

2.2 Corresponding characteristics of education provision

One of the main characteristics of education systems as described in the EU policy instruments advocating the potential of education to promote democracy is that it should be provided on an **equal basis to all**. The Council Directive (2000/43/EC) on equal treatment between persons irrespective of racial or ethnic origin cited above emphasises that the participation “of all” in society can only be achieved after receiving equal treatment in all fields, including education. Education should thus be provided in a non-discriminatory manner and all children should be treated on an equal footing in the education system. This statement is undermined, however, by the distinctive discourses of the various institutional actors in the European debate.

While some European actors have advocated the inclusion in education policies of all migrant children **irrespective of legal status**,¹⁶ it is still not the rule across all EU official documents in which the administrative immigration status of the individual is central to the granting of rights and protections by the state and the EU. As a result, most EU policy instruments target TCNs only insofar as they are “legally residing” in the EU.¹⁷ In some cases, access to education and vocational training on an equal basis will only be guaranteed after a certain length of residence or when a family member of a TCN enters on a special contract, such as for the purpose of highly qualified employment.¹⁸ These conditions are particularly of concern, as they hardly seem compatible with the principle of equal treatment of all, irrespective of racial or ethnic origin, or Art. 14 of the Charter.

In the 2005 Resolution on the situation of the Roma in the EU, the European Parliament explicitly recognised the importance of **mainstream education** for all individuals, be they part of a minority group or not.¹⁹ It firmly rejected the racially segregated school systems in place in several member states and even called for the launch of desegregation programmes, not only to guarantee ‘cohesion’ with the rest of the class but also with respect to the content of the

¹⁴ Council of the European Union (2001), op. cit., p. 13.

¹⁵ See the European Parliament Resolution on the situation of the Roma in the European Union of 28 April 2005, P6_TA(2005)0151, 28.4.2005.

¹⁶ In this respect, see the Opinion of the European Economic and Social Committee on the “Communication from the Commission on immigration, integration and employment”, OJ C 80, 30.3.2005.

¹⁷ For instance, see the Council Resolution on the social inclusion of young people of 14 December 2000, OJ C 374, 28.12.2000.

¹⁸ See for example the system proposed by the DG JFS for an EU blue card framework, in European Commission, Proposal for a Council Directive on the conditions of entry and residence of third-country nationals for the purposes of highly qualified employment, COM(2007) 637 final, Brussels, 23.10.2007(d).

¹⁹ See the European Parliament Resolution on the situation of the Roma in the European Union of 28 April 2005, P6_TA(2005)0151, 28.4.2005, point 16.

teaching provided by the education system. The rationale is to ensure that minorities are neither isolated from the rest of the class nor subject to lower standards of education. It is understood that equal opportunities in the field of education can be provided to all under these conditions. The rejection of segregating practices is increasingly an aspect of EU policy documents. This is illustrated by the 2008 Green Paper on Migration & Mobility;²⁰ in the consultation procedure on this topic, the European Commission has underlined that the practices of segregation and tracking²¹ of children has not allowed friendships or societal bonds to develop between the children of migrants and their peers.

3. The education and social inclusion of youth

3.1 The role of education in promoting active citizenship

Since 2000, the social inclusion of youth has been set as a priority on the European agenda.²² According to the Council, the involvement of young persons constitutes an essential element of European integration. To achieve this, education and lifelong learning, voluntary activities and universal access to knowledge are considered to play a pivotal role. Notably, in its report on the *Concrete Future Objectives of Education Systems*, the European Commission asserts that a majority of member states do recognise the part that education systems can play in developing **social cohesion**.²³ Under the Council's definition, social inclusion is understood to provide the necessary conditions for allowing youth to participate fully in both economic and social life (standard of living, quality of life, employment, training, education, housing, healthcare, culture, sport and leisure).²⁴ The active participation of youth has from its early policy developments been viewed as better fostered through cross-sectoral cooperation, whereby this aim is addressed in various policy fields including education as well as labour.²⁵ Most recently, the Commission has re-asserted its view that working towards the full participation of youth in society "can be done more successfully through a transversal youth strategy".²⁶ Actions in the field of education are consequently seen as an essential element in enhancing **youth participation in society**.

In its Communication on the topic of making a European area of lifelong learning a reality,²⁷ the Commission highlighted that all the member states agreed to four main objectives in relation to this policy: **active citizenship**, personal fulfilment, social inclusion and employability/adaptability. In this document, the understanding given to active citizenship refers

²⁰ See the Green Paper on Migration & Mobility (European Commission, 2008a, op. cit).

²¹ This is something that had already been highlighted in European Commission, Communication on Efficiency and Equity in European Education and Training Systems, COM(2006) 481, Brussels, 8.9.2006(a).

²² See the Council Resolution on the social inclusion of young people of 14 December 2000, OJ C 374, 28.12.2000.

²³ European Commission, *The Concrete Future Objectives of Education Systems*, Report, COM(2001) 59, Brussels, 31.1.2001(b), p. 4.

²⁴ See the Annex to the Council Resolution on the social inclusion of young people of 14 December 2000, OJ C 374, 28.12.2000.

²⁵ Council of the European Union, Conclusions on the Commission guidelines in the field of youth, Youth Council meeting of 23 November 1999 (13153/99), Brussels, 23.11.1999(b).

²⁶ European Commission, Communication on Promoting Young People's Full Participation in Education, Employment and Society, COM(2007) 498, Brussels, 5.9.2007(b), p. 12.

²⁷ European Commission, Communication on Making a European Area of Lifelong Learning a Reality, COM(2001) 678, Brussels, 21.11.2001(a).

to the cultural, economic, political, democratic and/or social participation of citizens in society as a whole as well as in their community. Hence, in its capacity to provide key competences, especially social and civic ones, education contributes to the development of “active citizens”. Indeed, it is apparent that schools are held to be the ideal venue for receiving education on citizenship, particularly through civic education. As highlighted by a Council recommendation on the key competences for lifelong learning, “[c]ivic competence equips individuals to fully participate in civic life, based on knowledge of social and political concepts and structures and a commitment to active and democratic participation”.²⁸

In this context, it is important to note that some authors have pointed out that national civic education – as a conveyor of national values on civism – should not jeopardise the construction of a European polity. Balibar (2005) in particular has argued that the construction of a European identity provides the possibility for overcoming communitarian understandings of identity.²⁹ The kind of civic education promoted at the EU level should therefore facilitate the creation of a European polity founded on the principle of equality for all.

Although the promotion of active European citizenship is a relatively recent concern in EU policy-making, Decision 1904/2006 establishing the programme “Europe for Citizens” for the period 2007–13 to encourage active European citizenship³⁰ sets out a detailed work programme for developing a **sense of citizenship across the Union**. In this vein, it stresses the need for this goal to be taken up in all policy areas. The role of actors in the field of education is highlighted as essential because their involvement is considered to facilitate a coherent and complementary action. Yet in terms of the impact of such policies so far, in its 2007 report on the progress towards the Lisbon objectives, the Commission recognised that “the data available on education and active citizenship are limited in terms of scope, content, frequency and freshness”.³¹ It appears that while this goal is defined as a policy priority, it has not yet been subject to specific investigation to assess the path and progress towards its fulfilment.

3.2 Corresponding characteristics of education provision

While the role of education in connection with social cohesion is increasingly acknowledged at the official EU level, most policy instruments do not expressly establish a nexus between the quality or characteristics of school systems and the inclusion of all youth, including those with a migrant and minority backgrounds. It is worth noting that this point had already been sustained in the literature review conducted on the same topic.³² Nevertheless, in recent years, the content of education provision has been addressed in relation to the promotion of participation and active citizenship. Along with the emphasis on the provision of a civic education curriculum, one of the key concepts put forward is the idea that learning to participate is better achieved by

²⁸ See European Parliament and Council Recommendation on key competences for lifelong learning of 18 December 2006, 2006/962/EC, OJ L 394/10, 30.12.2006.

²⁹ Balibar (2005) as cited in S. Carrera and F. Geyer, *EU Policy on Education: The Impact on the Social Inclusion of Vulnerable Groups*, State of the Art – WP1 Preliminary Report, CEPS, Brussels, March 2007.

³⁰ See the European Parliament and Council Decision 1904/2006/EC of 12 December 2006 establishing for the period 2007 to 2013 the programme ‘Europe for Citizens’ to promote active European citizenship, OJ L 378/32, 27.12.2006.

³¹ European Commission, *Progress towards the Lisbon Objectives in Education & Training – Indicators & Benchmarks*, Commission Staff Working Document, SEC(2007) 1284, Brussels, 2007(a), p. 97.

³² A. Faure Atger, *Education and Political Participation of Migrants and Ethnic Minorities in the EU: An Overview of the Literature*, CEPS, Brussels, September 2009.

participation itself. According to the European Commission, the “[p]ossibilities offered by schools could be better exploited, by developing civic education curricula and making better use of schools’ resources for organizing activities that promote ‘learning to participate by participating’”.³³

In 2001, the Commission report’s on the *Concrete Future Objectives of Education Systems* acknowledged member states’ willingness to address the specific needs of those at risk of exclusion, such as “people on low income, disabled people, ethnic minorities and immigrants”.³⁴ Indeed, for the genuine promotion of social cohesion, education policies should explicitly take into account those considered vulnerable. Since then, this approach has often been highlighted throughout the development of an EU strategy for lifelong learning, i.e. that education systems should be **tailored to the different needs** of their students. The perceived challenge of education systems is to design approaches that will be inclusive and attract everyone into learning, including vulnerable groups and those with special difficulties.

4. Education and the integration of TCNs

4.1 The political integration of TCNs

In the early days of the development of an EU policy on the integration of migrants who are TCNs, the objective entailed achieving fair treatment as well as the promotion of diversity.³⁵ The EU strategy on integration has long consisted of highlighting the national competence over these policy areas and the positive impact of local measures involving key actors such as the providers of education.³⁶ Indeed, the **fundamental role of education in the integration process** has been progressively ascertained with schools being seen as “a forum in which to initiate the process of socialisation”³⁷ of TCNs into the host society.

An EU framework on integration has been developed since 2002, especially through the exchange of information on national experiences and policies. The first annual report on migration and integration was published by the Commission in 2004.³⁸ It aimed at providing an overview of policies on the admission and integration of TCNs at the national level. Among the common trends cited by the report was that of relying on education systems to convey certain skills perceived as vital for the purpose of integration. These skills include acquiring **language skills and learning about “basic norms and core values”**. The common basic principles for immigration integration policy (CBPs) adopted by the Council in 2004³⁹ sought to specify what integration was supposed to comprise at the EU level. More specifically, among the 11 CBPs, the following are more relevant in relation to the themes addressed in this report. CBP No. 5

³³ European Commission, Communication on European Policies concerning Youth Participation and Information – Follow-up to the White Paper on a New Impetus for European Youth, COM(2006) 417, Brussels, 20.7.2006(b), p. 8.

³⁴ European Commission (2001b), op. cit., p. 4.

³⁵ Council of the European Union, Presidency Conclusions of the Tampere European Council of 15-16 October 1999 (SN 200/99), Brussels, 1999(a).

³⁶ European Commission, Communication on a Community Immigration Policy, COM(2000) 757, Brussels, 22.11.2000, p. 20.

³⁷ European Economic and Social Committee, Opinion on immigration, integration and the role of civil society organisations, OJ C 125, 27.5.2002.

³⁸ European Commission, Communication on the First Annual Report on Migration and Integration, COM(2004) 508, Brussels, 16.7.2004, p. 19.

³⁹ Council of the European Union, 2618th Meeting of the Justice and Home Affairs Council, “Common Basic Principles on Immigrants’ Integration”, 14615/04, Brussels, 19.11.2004(b).

states that “[e]fforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society”. Furthermore, CBP No. 9 asserts that “[t]he participation of migrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, support[s] their integration”.

When looking at CBP No. 10,⁴⁰ it is apparent that one of the main approaches followed consists of mainstreaming integration measures in other policies, including those dealing with education. This approach was followed up by the Commission in a 2005 Communication on a common agenda for integration and a framework for the integration of TCNs in the EU.⁴¹ The implementation of CBP No. 10 at the national level is visible in the *Third Annual Report on Migration and Integration*,⁴² where it transpires from the analysis of national policies that seven out of the eleven CBPs may be achieved at the national level through education. Today, all of the EU policy instruments on integration establish a **connection between educational inclusion and adaptation to the host society**. By way of illustration, the *2007 Handbook on integration for policy-makers and practitioners* provides that “[e]ducation is one of the principal areas of integration and has a central function in improving the life chances of immigrant children”.⁴³

The political participation of TCNs is nonetheless a matter of sensitive debate at the EU level, as it is closely linked to issues of national sovereignty of the member states. In the 2000 Communication on a Community immigration policy, the Commission – while recognising that “the granting of civic and political rights to longer-term migrant residents...promotes integration”⁴⁴ – also cites the length of stay in the country of residence as a condition for granting such rights. The connection that exists between political participation and integration is nonetheless highlighted in the Commission’s statement that **one can facilitate the other**, hence referring to a close interdependence. The dominant approach in this debate is based on the recognition of the positive impact that inclusion in the education system may have on the integration of migrants. Perceived as critical to preparing immigrants to be participate more actively in society, it is understood to benefit society as a whole: “Education prepares people to participate better in all areas of daily life and to interact with others. Consequently, education not only has positive effects for the individual, but also for the society as a whole.”⁴⁵

In its *Second Annual Report on Integration and Immigration*, the Commission notes that the political participation of migrants is a subject that is increasingly of interest to the member states.⁴⁶ Still, it appears that the participation of migrants is more often directed at the promotion of social cohesion through employment. Thus, future employment is the ultimate objective of

⁴⁰ This CBP states, “10. Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public policy formulation and implementation”.

⁴¹ European Commission, Communication on a Common Agenda for Integration – Framework for the Integration of TCNs in the EU, COM(2005) 389, Brussels, 1.9.2005.

⁴² European Commission, Communication on the Third Annual Report on Migration and Integration, COM(2007) 512 final, Brussels, 11.9.2007(c).

⁴³ J. Niessen and Y. Schibel, *Handbook on integration for policy-makers and practitioners*, 2nd edition, DG Justice, Freedom and Security, European Commission, Brussels, 2007.

⁴⁴ European Commission (2000), op. cit., p. 19.

⁴⁵ Council of the European Union (2004b), op. cit., p. 10.

⁴⁶ “It is important to note that an increasing number of Member States attach growing importance to the participation of minority groups in the political decision making process” (European Commission, *Second Annual Report on Migration and Integration*, Commission Staff Working Document, SEC(2006) 892, Brussels, 30.6.2006(c), p. 21).

providing adequate education for this group, which will enable them to participate. That notwithstanding, it is also assumed that **economically active migrants will be more inclined to participate in societal processes including political participation**. The Communication on immigration, integration and employment stated that with respect to “[p]articipation of immigrants in civic, cultural and political life: [t]his is important as it creates a sense of belonging and being a part of a community and of society in general. Such a feeling will in turn encourage immigrants to engage themselves in community life and other social, cultural and political activities.”⁴⁷

4.2 Corresponding characteristics of education provision

As discussed in the previous sections, a certain trend is apparent when looking at the various policy documents referring to the provision of education to TCNs. While in the past **high-quality** education, delivered in a **non-discriminatory** environment,⁴⁸ was the main policy approach, the need to provide a more **adapted** education system has been progressively recognised in EU policy documents. Policies expressly targeted at the inclusion of TCNs have since been developed. With the intention of advocating education systems that would **meet the specific needs** of their students, it has always been stressed that the quality of the education received should not be less for TCNs than for nationals of the country.

In 2003, the Commission made significant efforts to propose paths for improvement. It suggested that **diversity should be reflected in the curriculum**. It also stressed that **close cooperation between parents, immigrant communities and schools** should be established.⁴⁹ The 2005 European Parliament Resolution on integrating migrants through schools and multilingual education highlighted the importance of dialogue and exchange about both the host culture and the culture and history of the other community.⁵⁰ In particular, it underlined the need to also involve children that are not yet of school age by developing **pre-school education**. Finally, the 2008 staff working document issued by the Commission on strengthening action and tools to meet integration challenges called for the establishment of “effective school programmes for integration of immigrant pupils with targeted language classes and tuition, [as] initiatives promoting respect for diversity in the educational environment and support for teacher and parents are among the measures to be promoted to facilitate integration at school”.⁵¹

At the same time, it is necessary to emphasise that the civic education component has gained importance in the integration debate by increasingly being interpreted as a ‘requirement’ or rather a mandatory condition for having access to certain rights.⁵² In addition, to some extent it has come to be associated with another aspect of European immigration and integration policies, namely that of **integration requirements** for TCNs in order to enjoy family reunification and long-term residency status. In certain countries, this requirement tends to take the form of integration tests and programmes, for which civic classes on the national institutions, principles

⁴⁷ European Commission, Communication on Immigration, Integration and Employment, COM(2003) 336, Brussels, 3.6.2003, p. 30.

⁴⁸ European Economic and Social Committee (2002), op. cit.

⁴⁹ European Commission (2003), op. cit.

⁵⁰ European Parliament Resolution on integrating immigrants in Europe through schools and multilingual education of 13 October 2005, P6_TA(2005)0385, 2004/2267 (INI), 13.10.2005.

⁵¹ See European Commission, *Strengthening actions and tools to meet integration challenges*, Commission Staff Working Document, SEC(2008) 2626, Brussels, 8.10.2008(c), p. 11.

⁵² For an analysis of the changing relationship and interaction of immigration, citizenship and integration in the European and national arenas, refer E. Guild, K. Groenendijk and S. Carrera (eds), *Illiberal Liberal States: Immigration, Citizenship and Integration in the EU*, Aldershot: Ashgate, 2009.

and values of the country of residence are compulsory. Although this is mainly targeted at adults, it constitutes a significant reinterpretation of the fundamental right to education by turning such training into a condition for enjoyment of other fundamental rights, such as the right to enjoy private and family life.⁵³

5. Latest developments: The Green Paper on migration, mobility and EU education systems

5.1 The Green Paper

After the European Council of 13-14 March 2008 called on member states to improve the achievement levels of learners with a migrant background, a Green Paper aimed at launching a debate on migration and education was published by the European Commission in July 2008. The Commission in this document started from the premise that the challenge posed by European diversity had until then not been adequately dealt with by education systems.⁵⁴ This has initiated an open consultation procedure on the subject, which will then hopefully trigger policy-making in this area. The Green Paper states that

[t]he presence of significant numbers of migrant pupils has important implications [for] education systems. Schools must adjust to their presence and build their particular needs into the traditional focus on providing high quality and equitable education. **Education is key to ensuring that these pupils are equipped to become integrated, successful and productive citizens of the host country**, in other words that migration can be positive both for migrants and [for] the host country. Schools must play a leading role in creating an inclusive society, as they represent the main opportunity for young people of migrant and host communities to help to know and respect each other. **Migration can be enriching for the educational experience of all**: linguistic and cultural diversity may bring an invaluable resource to schools. It can help to deepen and strengthen pedagogies, skills, and knowledge itself [emphasis added].

The groups focused upon in this document encompass pupils who are EU citizens, TCNs and second-generation migrants, which in some cases have obtained the nationality of the country in which they were born and reside. While the problems encountered by the two former groups may be similar in a number of respects, such as language-related difficulties or lack of knowledge of the political and societal structure of the country into which they are migrating, **the legal status and venues for political participation are largely distinct for all three groups**. In this sense, the policies developed to favour political participation through the provision of adequate education should also take the distinctive characteristics of these groups into account, especially in view of the implications of their legal status categorisation as regards their rights and protection. EU institutions have repeatedly stressed the importance of education tailored to the different needs of the students; it is therefore surprising that this is not reflected in the Green Paper. Another issue of concern is that this Green Paper explicitly addresses those in a “weak socio-economic position”, thus creating an analogy between the phenomenon of migration and socio-economic statuses.

⁵³ For an analysis of some national programmes and the tensions this might cause with fundamental principles of EU law, please refer to S. Carrera, *In Search of the Perfect Citizen? The Intersection between Integration, Immigration and Nationality in the EU*, Leiden: Martinus Nijhoff Immigration and Asylum Law Series, 2009.

⁵⁴ European Commission and Council of the European Union, Joint Council/Commission Report on the implementation of the Education & Training 2010 work programme, “Delivering lifelong learning for knowledge, creativity and innovation”, Brussels, 31.1.2008.

The Green Paper stresses the importance of good schooling for migrant children for the benefit of social cohesion. It views such schooling as helping successful integration in both the labour market and society. It also recognises the added value of migration for schools, in that it brings “culturally and educationally valuable elements”. In the context of intercultural dialogue, the function of **schools as sites for tolerant and respectful dialogue** is underlined.

5.2 Corresponding characteristics of education provision

Among the elements that are brought to the attention of the public and upon which reflection is sought by the Commission, the **involvement of the family** is deemed crucial. The Commission specifically calls for the development of new ways of “building bridges with migrant families and communities”. Another element to take into account relates to the modalities for providing education. In the Green Paper, the Commission clearly rejects segregation practices by stating that these are contrary to **educational equity**. The fact that the Commission underlines the positive role of different cultural backgrounds represented in schools induces one to think that it is in favour of education systems leaving room for such cultural exchanges among pupils. It even qualifies **intercultural skills** as a competence that needs to be developed. Among the factors considered decisive for improving the lower educational attainments of certain migrants, it lists **recognition of qualifications, language abilities, family expectations and involvement, and supportive community attitudes**.

The European Parliament Resolution of 2 April 2009 on educating the children of migrants⁵⁵ further provides for some reflection on future policy-making in this field by emphasising several aspects that could contribute to better school systems. It unequivocally states that the integration of migrants and minorities is favoured by education, as long as it is provided on an **egalitarian basis**, and as long as it follows an **inclusive model**. Along with other elements to be taken into consideration when designing more adapted school systems, the following are identified as central: partnerships between schools and communities, language learning, promotion of native language and culture, teaching for the parents, pre-school provision, qualification recognition, partnerships with civil society, the integrative role of sports and other extracurricular activities, and training for teachers.

6. Conclusion

Although prior to 2008 the link between educational inclusion and the political participation of migrants and minorities was only dealt with in the context of EU policies on equal treatment, social inclusion and integration, since then we have been witnessing a re-appropriation of the theme by the EU institutions. The policy documents relevant to the role of education in the political participation of migrants and ethnic minorities issued in 2008 seem to be taking stock of the policies that previously only dealt peripherally with this domain. The role of education in the integration of migrants in society, and especially in enhanced social cohesion, appears to have been accepted and recognised at the official level. And while the inability of current school systems to tackle this issue is now recognised, possible routes for modification have been suggested. These seem to be expressly targeted at addressing the recent and present reality of increased ‘human mobility’ from within and outside Europe. The involvement of the EU is viewed as necessary, notably because one of the four freedoms guaranteed by the Union concerns the ability to move across the EU (the principle of free movement of persons) – a mobility that is at times hampered by the inadequacies of foreign school systems to deal with the specific needs of children on the move.

⁵⁵ See the European Parliament Resolution on educating the children of migrants of 2 April 2009, P6_TA(2009)0202, 2008/2328 (INI), 2.4.2009.

Even if it is repeatedly stressed that this will foster civic participation and that it will benefit society as a whole, the emphasis in this context is not on the impact that better schooling may have on the political participation of pupils with a migrant or ethnic minority background. It is clear from the analysis conducted in this report of EU policy documents that social cohesion is the final objective of such policies. The guiding logic of the EU documents in this field is the better integration of migrants into society and more particularly into the labour market. And if it is expected that the political and social participation of this group will be enhanced by education that is more inclusive, this is only treated as a ‘side effect’ of the policies developed.

Until 2008, EU institutions were quite reluctant to qualify certain school systems as dissatisfactory or bad. It currently seems that the trend is progressively reversing. The Green Paper published in 2008 and the European Parliament Resolution of April 2009 suggest a large number of paths for creating better-adapted school systems. Both documents are exhaustive in the possibilities for approaching the issue. At the same time, a common feature found in these documents relates to the rejection of segregation programmes and the positive role played by the involvement of the family.

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Appendix. EU policy analysis

Area of literature: Political participation Vulnerable group: Migrants, ethnic minorities

	Source (document number)	Description	Topic ⁵⁶	Impact of education on social and political participation	
				Topic component	Quotations
1	2000/43/EC, OJ L 180/22, 19.7.2000 Council Directive of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin	This Directive lays down a framework for combating discrimination on the grounds of racial or ethnic origin, with a view to putting into effect in the member states the principle of equal treatment.	Equal treatment	Transformative Equal treatment in the field of education contributes to the development of a democratic and tolerant society where all can participate.	“To ensure the development of democratic and tolerant societies which allow the participation of all persons irrespective of racial or ethnic origin, specific action in the field of discrimination based on racial or ethnic origin should go beyond access to employed and self-employed activities and cover areas such as education” (Recital 12, p. 22).
2	COM(2000) 757, 22.11.2000 European Commission, Communication on a Community Immigration Policy	This Communication describes an EU policy on immigration that would include partnership with countries of origin, fair treatment of third-country nationals (TCNs) and management of migration flows.	Integration	Transformative Integrating migrants in the host society includes providing venues for political participation. Involving providers of education contributes to the achievement of this goal.	“The key to success is the establishment of micro-level actions based on partnerships between all the many actors who need to be involved: regional and local authorities and their political leaders, especially those of the larger towns where many migrants settle [and] providers of education” (p. 20).

⁵⁶ The topic refers to the general relationship between components of the specific legislation or policy (recommendations, directives, decisions, opinions, etc.) and their impact on an aspect of society (political participation). This means that each topic will have an exclusionary or transformative dimension.

3	<p>OJ C 374/04, 28.12.2000</p> <p>Council Resolution on the social inclusion of young people of 14 December 2000</p>	<p>The inclusion of young persons should be a priority of all European policies.</p>	<p>Youth policy</p>	<p>Transformative</p> <p>To achieve the inclusion of all youth legally present in a member state, initiatives favouring social inclusion, notably through education, should be developed. In particular, quality education should be promoted and support measures put in place for young persons in difficulty.</p>	<p>The Council and the representatives of the governments of the member states encourage the Community institutions and member states, in line with the principle of subsidiarity and further to the Lisbon European Council, to launch Europe-wide cooperation initiatives in conjunction with national, and as appropriate, regional and local youth policies, and invite, in this context, the Commission and the member states, each within its own sphere of competence, to “study common objectives directed at developing for all young people residing legally in a Member State conditions which enable them to play a full part in economic and social life (standard of living, quality of life, employment, training, education)” (p. 6).</p>
4	<p>COM(2001) 59, 31.1.2001</p> <p>European Commission, Report, <i>The Concrete Future Objectives of Education Systems</i></p>	<p>This report outlines the concrete future objectives of education systems.</p>	<p>Education</p>	<p>Transformative</p> <p>The provision of learning to minorities contributes to their playing a full role in society.</p>	<p>“They [member states] also stress the role which the education systems must play in developing social cohesion, and in attracting people with difficulties or from minorities into learning so that they can be enabled to play their full part in society” (p. 4).</p>

5	<p>5980/01 EDUC 23, 14.2.2001</p> <p>Education Council, Report to the European Council, <i>The concrete future objectives of education and training systems</i></p>	<p>On the basis of contributions from member states, the Education Council identifies a number of common future priorities for education to contribute to the fulfilment of the Lisbon agenda.</p>	Education	<p>Transformative</p> <p>Education is seen as a tool for developing the society longed for in the Lisbon agenda (turning the EU into “the most dynamic and competitive knowledge-based economy in the world by 2010) and should thus contribute to promoting a vision of tolerance and equality.</p>	<p>“Part of the learning process is the promotion of active citizenship.”</p> <p>“[E]ducation and training systems have to lead people to accept that racism and intolerance have no place in our society; that discrimination...is unacceptable.”</p> <p>“In order to develop citizenship through education and training systems, it is necessary to encourage the participation of the various stakeholders” (p. 13).</p>
6	<p>COM(2001) 678, 21.11.2001</p> <p>European Commission, Communication on Making a European Area of Lifelong Learning a Reality</p>	<p>Description of the key elements of lifelong learning: the adaptation of education and training to offer tailored learning opportunities to individual citizens at all stages of their lives; the promotion of employability and social inclusion through investment in citizens’ knowledge and competences; the creation of an information society for all; and the fostering of mobility.</p>	Education – Lifelong learning	<p>Transformative</p> <p>The objectives of lifelong learning include active citizenship and social inclusion. Active citizenship refers to the cultural, economic, political/democratic and/or social participation of citizens in society as a whole as well as in their community.</p> <p>Lifelong learning should be provided taking into account the individual needs of those benefiting from it.</p>	<p>“Strategies must also address issues of equality of opportunity (e.g. gender equality) and of targeting specific groups, in order to ensure lifelong learning opportunities are genuinely available to all, especially those at particular risk of exclusion such as people on low income, disabled people, ethnic minorities and immigrants” (p. 13).</p> <p>“Guidance services should promote equal opportunities by being accessible to all citizens, especially those at risk of exclusion, and tailored to their needs through systems that are coherent, cohesive, transparent, impartial and of high quality” (p. 17).</p>

7	<p>OJ C 142/01, 14.6.2002</p> <p>Council of the European Union, Detailed work programme on the follow-up of the objectives of education and training systems in Europe</p>	<p>The three objectives of EU policy cooperation on education are described in this document:</p> <ul style="list-style-type: none"> • improving quality and effectiveness, • facilitating the access of all, and • opening up to the wider world. 	Education	<p>Transformative</p> <p>Strategic objective 2, “Facilitating the access of all to education and training systems”, includes among its specific objectives those of supporting active citizenship, equal opportunities and social cohesion.</p>	<p>“Education and training systems have an important role in helping to sustain democratic societies in Europe. All citizens should have equal access to education and training” (p. 12).</p>
8	<p>OJ C 125/112, 27.5.2002</p> <p>European Economic and Social Committee, Opinion on immigration, integration and the role of civil society organisations</p>	<p>The concept of integration put forward in this opinion is defined as “civic integration”, and is based on bringing immigrants’ rights and duties, as well as access to goods, services and means of civic participation, progressively in line with those of the rest of the population, under conditions of equal opportunity and treatment.</p>	Integration	<p>Transformative</p> <p>High-quality education, delivered in a non-discriminatory environment, is one of the central elements for the integration of immigrants.</p>	<p>“[T]he education system...also serves as a forum in which to initiate the process of socialisation and citizenship” (p. 118).</p>
9	<p>COM(2003) 336, 3.6.2003</p> <p>European Commission, Communication on Immigration, Integration and Employment</p>	<p>This document sets out what has been done in the field of integration, the key elements of the debate and ideas for further action. These include consolidating the legal framework, reinforcing policy coordination and combating discrimination.</p>	Integration	<p>Transformative</p> <p>Education and training are key factors in successful integration, taking into account that diversity should be reflected in curricula and that close cooperation should take place between parents, immigrant communities and schools.</p>	<p>“It should be noted that the education system plays an essential role not only when it comes to knowledge acquisition but also as a place for acquiring formal and informal information on norms and values in society and as a cultural bridge” (p. 20).</p>

10	<p>2003/109/EC, OJ L 16/44, 23.1.2004</p> <p>Council Directive of 25 November 2003 concerning the status of third-country nationals who are long-term residents</p>	<p>This Directive sets out the rights to be granted to TCNs who are long-term residents in the EU in order to approximate their status to that of Union citizens and favour integration.</p>	Integration	<p>Transformative</p> <p>Equal treatment in the field of education is among the central rights conferred by the long-term residence Directive.</p>	<p>“Article 11: Long-term residents shall enjoy equal treatment with nationals as regards (b) education and vocational training, including study grants in accordance with national law.”</p>
11	<p>COM(2004) 508, 16.7.2004</p> <p>European Commission, Communication on the First Annual Report on Migration and Integration</p>	<p>The first annual report gives an overview of migration trends in Europe, analyses and discusses the changes in immigration and describes actions taken regarding the admission and integration of immigrants at the national and EU levels. The report constitutes a new instrument to review the development of the common immigration policy.</p>	Integration	<p>Transformative</p> <p>The approach of member states to the integration of TCNs includes relying extensively on education systems to foster certain characteristics perceived as essential to integration: language skills along with the norms and values of the host society.</p>	<p>“Member States...have highlighted the increasing need for providing civic education or orientation to new immigrants, such as information about fundamental rights and obligations, including equality of men and women, basic norms and the core values of the host society. Such efforts could be seen as an increased recognition of the need for developing and implementing a holistic approach to integration, which should include measures to facilitate civic, cultural and political participation” (p. 19).</p>

12	<p>OJ C 80/25, 30.3.2005</p> <p>European Economic and Social Committee, Opinion on the “Communication from the Commission on immigration, integration and employment”</p>	<p>The Economic and Social Committee believes that coordination should begin in four areas: the integration of immigrants in the labour market, including training; programmes for recently arrived immigrants; language learning; and the involvement of immigrants in civic, cultural and political life.</p>	Integration	<p>Transformative</p> <p>Access to education for all children of immigrant families, regardless of their legal situation, is central to integration. The provision of education should be done on equal terms with children of nationals and be of equal quality.</p>	<p>“[A]ccess to education for the children of immigrant families is a universal right and of enormous importance for integration” (p. 100).</p>
13	<p>14615/04, 19.11.2004</p> <p>Council of the European Union, 2618th Meeting of the Justice and Home Affairs Council, “Common Basic Principles on Immigrants’ Integration”</p>	<p>The Council views the successful integration of legally residing immigrants and their descendants as a critical aspect of managing migration. Here it spells out common basic principles (CBPs) to assist the member states in the development of such policies, with a view to establishing a coherent European framework.</p>	Integration	<p>Transformative</p> <p>Efforts in education are critical to preparing immigrants, and especially their descendants, to be more successful and more active participants in society.</p>	<p>“Education is an important way to prepare people to participate in society, especially for newcomers. ...Education prepares people to participate better in all areas of daily life and to interact with others. Consequently, education not only has positive effects for the individual, but also for the society as a whole” (p. 10).</p>

14	November 2004 European Commission, <i>Handbook on integration for policy-makers and practitioners</i>	This handbook provides an overview of member state policies and practices in the field of integration, in particular as regards introductory courses, civic participation and indicators.	Integration	Transformative Education is one of the factors that favour the political participation of TCNs, along with others such as the length of residence and income. Yet it is crucial that they are also given channels for participation.	“With all forms of political participation, immigrants tend to participate more with increasing length of residence and depending on individual factors such as age, education and income. However, participation also depends crucially on the creation of opportunity structures for immigrants and on the openness of societal institutions” (p. 41).
15	P6_TA(2005)0385, 2004/2267 (INI), 13.10.2005 European Parliament Resolution on integrating immigrants in Europe through schools and multilingual education of 13 October 2005	The report to which this Resolution refers looks at the rights of children in the school system and the corresponding duties of member states. It also examines the role of the Union in promoting good practice.	Integration	Transformative Support should also be channelled into educational projects that teach the language and culture of the host country to immigrants who are not yet of school age, and towards bridge-building projects to foster dialogue spanning the culture and history of the host region and the culture and history of immigrant communities.	“[T]he linguistic separation between the family and school environments aggravates the tendency for pupils to drop out of school and for families to become isolated from the community” (Recital G).

16	<p>COM(2005) 389, 1.9.2005</p> <p>European Commission, Communication on a Common Agenda for Integration – Framework for the Integration of TCNs in the EU</p>	<p>This Communication is the Commission’s first response to the invitation of the European Council to establish a coherent European framework for integration, consisting of proposals for concrete measures to put the CBPs into practice, together with a series of supportive EU mechanisms.</p>	Integration	<p>Transformative</p> <p>National measures to meet CBP No. 5 should reflect diversity in the school curriculum and take into account the specific characteristics of young immigrants.</p> <p>School is considered a place to acquire knowledge about a society, to provide a cultural bridge and an ideal one to encourage pluralism and diversity.</p>	<p>Guidance for the EU and member states’ integration policies includes the need for [i]ncorporating integration objectives into the Commission’s various educational programmes” (p. 8).</p>
17	<p>P6_TA(2005)0151, 28.4.2005</p> <p>European Parliament Resolution on the situation of the Roma in the European Union of 28 April 2005</p>	<p>This Resolution calls on member states to take a number of steps to improve the situation of the Roma community in the Union, especially in eradicating the discrimination they suffer.</p>	Discrimination	<p>Transformative</p> <p>Mainstream education for Roma children is considered a priority. In particular, desegregation programmes are called for to ensure Roma children are part of the rest of the class.</p>	<p>The European Parliament holds that, “having regard to the racially segregated schooling systems in place across several Member States, in which Roma children are taught either in segregated classes with lower standards or in classes for the mentally handicapped, improvement in access to education and opportunities for academic achievement for Roma is crucial to the advancement of Romani communities’ wider prospects” (Recital P).</p>

18	<p>OJ C 141/02, 10.6.2005</p> <p>Council Resolution on implementing the common objective: to increase participation by young people in the system of representative democracy of 24 May 2004</p>	<p>This Resolution seeks to address the declining interest of youth in democratic institutions and invites member states to take relevant measures.</p>	Youth policy	<p>Transformative</p> <p>The important role of the education system in increasing the participation of youth needs to be taken into account along with that of youth organisations, political parties and the family. Measures adopted in this context should also match each group's characteristics.</p>	<p>"[Y]oung people do not form a homogenous group, and the issue of their non-participation in the institutions of representative democracy presents various challenges, depending on gender, level of education, ethnic origin or other factors" (p. 3).</p>
19	<p>2006/962/EC, OJ L 394/10, 30.12.2006</p> <p>European Parliament and Council Recommendation on key competences for lifelong learning of 18 December 2006</p>	<p>The annex on "Key competences for lifelong learning – A European reference framework" is to be used as a reference tool for member states to develop the provision of key competencies for all as part of their lifelong learning strategies.</p>	Education – Lifelong learning	<p>Transformative</p> <p>Education in its dual role – social and economic – is key to ensuring that EU citizens acquire the core competences (social and civic) needed to enable them to adapt flexibly to a changing world, especially in the case of certain groups such as migrants.</p>	<p>"Civic competence equips individuals to fully participate in civic life, based on knowledge of social and political concepts and structures and a commitment to active and democratic participation."</p> <p>"In particular, building on diverse individual competences, the differing needs of learners should be met by ensuring equality and access for those groups who, due to educational disadvantages caused by personal, social, cultural or economic circumstances, need particular support to fulfil their educational potential" (Annex).</p>

20	COM(2006) 481, 8.9.2006 European Commission Communication on Efficiency and Equity in European Education and Training Systems	This Communication aims at informing policy-makers of trends in other member states and the supporting research available at the EU level, to help decision-making in the ongoing process of system reform.	Education	Transformative Education is central to providing the main competences needed to prosper in a knowledge-based society, particularly where migrants and ethnic minorities are highly represented. Furthermore, an education system based on 'tracking' is not recommendable.	"Compulsory education and training systems should provide the basic education and key competences required by all to prosper in a knowledge-based society. This is especially important for some disadvantaged groups and where Member States are providing for a large number of migrants and ethnic minorities" (p. 6).
21	1904/2006/EC, OJ L 378/32, 27.12.2006 European Parliament and Council Decision establishing for the period 2007 to 2013 the programme 'Europe for Citizens' to promote active European citizenship	For the purpose of bringing the EU closer to its citizens and to enable them to fully participate in the construction of the EU, there is a need to address all nationals and legal residents in the participating countries and to involve them in transnational exchanges and cooperation activities, contributing to developing a sense of belonging to common European ideals.	European citizenship	Transformative To achieve the stated goal of developing a sense of citizenship, the proposed programme should be taken into account in other policy areas and applied with the help of key actors in the field of education.	"The Commission shall ensure coherence and complementarity between the programme and instruments in other areas of Community action, especially education" (Art. 10).

22	P6_TA(2006)0318, 6.7.2006 European Parliament Resolution on strategies and means for the integration of immigrants in the EU of 6 July 2006	This Resolution is the European Parliament's response to the Commission Communication on a Common Agenda for Integration.	Integration	Exclusionary The European Parliament stresses that school systems that are not adapted might fail in meeting the specific needs of children of immigrants, who, if excluded, will encounter difficulties integrating into society.	The European Parliament "recognis[es], inter alia, that children of immigrants studying in a different language and trying to adapt to new customs may encounter more difficulties in the learning process than their schoolmates, which may, in turn, lead to difficulties in their adaptation to and integration into society, and also recognis[es] that even migrants who already have high-level qualifications may still need to adapt them to what is required in the host society" (p. 848, Recital J).
23	COM(2006) 417, 20.7.2006 European Commission, European policies concerning youth participation and information – Follow-up to the White Paper on a New Impetus for European Youth	The purpose of this document is to assess the follow-up actions by member states on the common objectives on the participation of and information for young persons adopted by the Council in 2003 (through the open method of coordination) and to suggest further improvements.	Youth policy	Transformative School is an ideal location for learning to participate in society. It also provides the appropriate venue for receiving education on citizenship.	"Possibilities offered by schools could be better exploited, by developing civic education curricula and making better use of schools' resources for organising activities that promote 'learning to participate by participating'" (p. 8).

24	<p>2006/962/EC, OJ L 394/10, 30.12.2006</p> <p>European Parliament and Council Recommendation of 18 December 2006 on key competences for lifelong learning</p>	<p>The specific objectives of the lifelong learning strategy are spelt out here.</p>	<p>Education – Lifelong learning</p>	<p>Transformative</p> <p>Social and civic competences are among the explicit objectives to be achieved through education. These aim at fostering active citizenship.</p>	<p>“In particular, building on diverse individual competences, the differing needs of learners should be met by ensuring equality and access for those groups who, due to educational disadvantages caused by personal, social, cultural or economic circumstances, need particular support to fulfil their educational potential” (Annex).</p>
25	<p>COM(2007) 512, 11.09.2007</p> <p>European Commission, Communication on the Third Annual Report on Migration and Integration</p>	<p>Annual reports on migration and integration analyse actions taken on the admission and integration of TCNs at the national and EU levels, providing an overview of policy developments and helping to evaluate and strengthen integration measures.</p>	<p>Integration</p>	<p>Transformative</p> <p>According to the national practices described in this document, seven out of the eleven CBPs for the integration of TCNs can be achieved through education. It provides the necessary tools for helping individuals to actively participate in society.</p>	<p>“Education and training provide tools for improving the level of successful attainments and are essential to empower immigrants to be active participants in society” (p. 7).</p>
26	<p>COM(2007) 498, 5.9.2007</p> <p>European Commission, Communication on Promoting Young People’s Full Participation in Education, Employment and Society</p>	<p>This document presents various elements viewed as priorities (in the strategy) for the enhancement of youth participation in society (including education, employment and health).</p>	<p>Youth policy</p>	<p>Transformative</p> <p>The active participation of youth can be better fostered through cooperation across policy fields (education, labour and so forth).</p>	<p>“Working towards young people’s full participation in society can be done more successfully through a transversal youth strategy” (p. 12).</p>

27	<p>January 2008</p> <p>European Commission and Council of the European Union, Joint Council/Commission Report on the implementation of the Education & Training 2010 work programme, “Delivering lifelong learning for knowledge, creativity and innovation”</p>	<p>This is the third joint report on progress and challenges in education and training reforms aimed at supporting the achievement of the Lisbon goals for jobs and growth.</p>	<p>Education – Lifelong learning</p>	<p>Exclusionary</p> <p>The link is explicitly made between an ill-adapted education system, poorer performance, and economic and social exclusion.</p>	<p>“The increasing diversity of European societies creates additional challenges for education and training provision. Migrant performance levels, participation and attainment rates are typically lower than average. Although factors such as socio-economic background and language go some way to explain this, there is evidence that education and training policies and systems are not meeting these challenges and themselves may be contributing to the problem” (p. 16).</p>
28	<p>OJ C 141, 7.6.2008</p> <p>Council Resolution on the participation of young people with fewer opportunities of 22 May 2008</p>	<p>This Resolution reasserts the objectives spelt out in the Lisbon agenda and the youth pact, while suggesting a number of steps for attaining them.</p>	<p>Youth policy</p>	<p>Transformative</p> <p>Empowering every young person to fulfil his or her potential and to participate actively in community life is essential for the sound and sustainable development of societies. It contributes to overall social cohesion.</p>	<p>“[Y]oung people with fewer opportunities should be given special attention at an early stage, in order for them to be better integrated in society. They should also be offered every opportunity (through special support or mentoring) to take part in actions open to all young people” (p. 2).</p>
29	<p>COM(2008) 359 final, 17.6.2008</p> <p>European Commission, Communication on a Common Immigration Policy for Europe: Principles, Actions and Tools</p>	<p>This Communication spells out the future orientations of the common EU immigration policy to fulfil the objectives described in the Hague programme.</p>	<p>Integration</p>	<p>Transformative</p> <p>The transformative role of education is highlighted, thus constituting an explicit recognition that education plays a crucial part in the mainstreaming approach to integration promoted by the EU.</p>	<p>In order to make this happen the EU and its member states need to “[d]evelop mutual learning and exchange of best practices to strengthen the ability of host countries to manage their increasing diversity, including measures to address the educational challenges faced by immigrant pupils” (p. 7).</p>

30	COM(2008) 423, 3.7.2008 European Commission, Green Paper on Migration & Mobility: Challenges and opportunities for EU education systems	This Green Paper seeks to launch a public consultation on the presence in schools of large numbers of children from a migrant background in weak socio-economic positions. The underlying assumption here is that the children of migrants have poorer educational attainment.	Education	<p>Exclusionary</p> <p>Exclusion from the education system will have an impact on social cohesion.</p> <p>Transformative</p> <p>Education is central to acquiring social and civic competences.</p>	<p>“[T]he educational challenge must always be seen in the broader social cohesion context – any failure to fully integrate migrant pupils within schools is likely to be echoed in a broader failure of social cohesion.”</p> <p>“Competence number 6 (social and civic competences) is particularly relevant in the context of a high incidence of migrant pupils and may be useful as a framework for developing national educational approaches” (p. 7).</p>
31	SEC(2008) 2626, 8.10.2008 European Commission, Staff Working Document, <i>Strengthening actions and tools to meet integration challenges</i>	This report provides an overview of the main activities carried out by member states to strengthen integration policies further according to the priorities highlighted by the Council in 2007.	Integration	<p>Transformative</p> <p>The role education can play in the integration of migrant children is highlighted, although it is evident that actions in this direction still need to be taken – a process that should be encouraged with the Green Paper. Some aspects of specific systems are considered more effective.</p>	<p>“Comprehensive integration policies include education and training as fundamental elements in empowering immigrants to become active participants in society.”</p> <p>“Targeted language classes and tuition, initiatives promoting respect for diversity in the educational environment and support for teachers and parents are among the measures to be promoted to facilitate integration at school” (p. 11).</p>

32	<p>OJ C 218, 11.9.2009</p> <p>European Economic and Social Committee, Opinion on the Green Paper “Migration & mobility: Challenges and opportunities for EU education systems”</p>	<p>This opinion was adopted by the Economic and Social Committee in response to the consultation launched by the European Commission on its Green Paper on Migration and Mobility.</p>	Education	<p>Exclusionary</p> <p>The physical and social segregation of pupils from a migrant background into schools expressly designed for them usually goes hand in hand with, or is a consequence of, segregated living arrangements (2.11).</p> <p>Transformative</p> <p>Education systems, school achievement and the integration of migrants are interrelated factors.</p>	<p>“If, instead of helping to mitigate the influence of migrant families’ socio-economic backgrounds, they (schools) reject, discriminate or segregate, it will be hard to achieve successful integration and society as a whole will suffer as a consequence” (2.10).</p> <p>“There is a close link between successfully integrated immigrant populations and the education to which migrant children have access and their achievement at school. This link is undeniable and can have a strong influence on the success of European social cohesion policy, the stability of our democracies and even long-term economic development” (2.6).</p>
33	<p>P6_TA(2009)0202, 2008/2328 (INI), 2.4.2009</p> <p>European Parliament Resolution on educating the children of migrants of 2 April 2009</p>	<p>This Resolution is an outcome of a European Parliament report inspired by the Green Paper on education and mobility. It formulates a number of recommendations to improve the provision of education for migrant children.</p>	Education	<p>Transformative</p> <p>The integration of migrants and minorities in society is favoured by education, as long as it is provided on an egalitarian basis and it follows an inclusive model.</p>	<p>The European Parliament “stresses the need to integrate migrants and social categories such as Roma people, in society; emphasises that integration must be based on the principles of equal opportunities in education, ensuring equal access to quality education; rejects any solutions – whether temporary or permanent – that are based on, or lead to, segregation and poor education” (Point 14).</p>

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