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THE STUDY OF
DEMOCRACY

ASSESSING THE INTEGRATION OF VULNERABLE MIGRANT GROUPS IN TEN EU MEMBER STATES

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INTEGRATION MONITORING AND EVALUATION

The EU has played an influential role on Member States and their integration policies, albeit to varying degrees. EU standards have been vital in moving Member States towards the formulation of national integration strategies, which have taken into account the Common Basic Principles of Immigrant Integration and the Zaragoza indicators. The process of developing migration and integration management institutions and the correspondent data collection systems has become more apparent under the influence of EU standards and regulations in all ten Member States.

The Zaragoza set of indicators in migrant integration are only a minimum list of indicators and States are encouraged to collect and analyse further data according to their specific composition of the migrant population and the legal and policy framework. The use of indicators gives policy actors a lasting perspective and evidence base for policy planning. The availability of these indicators is therefore a starting-point for more shared learning across the EU and evidence based policy making, implementation and monitoring.

The setting up of national integration indicators can be seen as a positive development in Austria, Belgium and soon Italy as it helps provide an evidence base for policy monitoring as well as policy making in these countries.

KEY POINTS

- EU standards and efforts, most notably the Common Basic Principles and the Zaragoza Indicators, have been influential in informing national developments in integration, including its evaluation and monitoring.
- Integration indicators help provide evidence base for policy monitoring as well as for policy making.
- The long-term use of indicators will give policy actors a lasting perspective and a strong evidence base for policy planning.
- The lack of coherent approach to migrant integration in many of the studied Member States results in a lack of integration monitoring at the central level.
- Not all Member States have national indicators of integration. Even in countries where they exist, they do not cater for the specific situation of vulnerable migrant groups.
- A critical challenge for optimising integration monitoring and policy evaluation is the strong fragmentation between various policy domains, by various actors, and at various levels in a coordination vacuum.

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A lack of a coherent approach to migrant integration results in a lack of integration monitoring at the central level. This has proved to be the case with many of the Member States with no specific indicators for monitoring integration as yet developed at the national level and existing data in the field not being formally used to measure and report on integration. The lack of data is often associated with a lack of a shared understanding of what successful integration means.

There is a lack of infrastructure for monitoring integration processes in a reliable and regular way. Available data is limited and sometimes inconsistent depending on the institution collecting the data, hindering its analysis and use for broader purposes. A critical challenge for optimizing integration monitoring and policy evaluations is the fragmentation between various policy domains, by various actors, and at various levels in a coordination vacuum. Due to the complex structures of the larger Member States, migration and integration policies are shared between different institutional levels and actors. This multilevel context leads to confusion regarding the practices and the approaches and these issues need to be managed more uniformly, with common standards across the board.

Even in the countries which have established evaluation and monitoring mechanisms there is still no focus on vulnerable migrant groups and in particular women, children and trafficked persons. Data collected in the ten Member States studied does not specifically take vulnerable groups into account. Whilst some available data is broken down by age and gender, information concerning women and minors can be selected and organised with a view to creating a national monitoring system, which takes into account the needs of these particularly vulnerable groups.

Improving Integration Monitoring and Evaluation

Prioritise Evaluation and Monitoring

EU Member States must ensure that evaluation and monitoring of integration policies and outcomes is an integral part of such initiatives and is given sufficient time and resources. This will help ensure that projects that are being implemented and funded are also having the desired impact, as well as

that lessons will be developing to inform future initiatives.

Monitoring and Evaluation at the National Level

EU Member States must improve coordination and the streamlining of monitoring and evaluation with the aim to create more comparable sets of indicators amongst the EU Member States, which would also make it possible to compare the impact of integration policies across the different communities. In addition, Member States should utilize and further develop the Zaragoza indicators of integration to introduce and conduct effective and comparative monitoring.

Data Collection

Member States should promote and further develop the collection of data of relevance to the integration of migrants including vulnerable migrant groups. The European Commission could develop funding opportunities in this regard as well as supporting capacity building and training for relevant institutions.

Member States should ensure that the data is desegregated allowing for in-depth analysis of trends by age and gender and for an assessment to be possible with regards to various vulnerable groups of migrants.

Make Data Accessible

Databases to measure the impact of the integration of migrants, even for vulnerable groups, should be more accessible for research centres, government departments and other relevant stakeholders for monitoring purposes. Data protection considerations should be abided by, however anonymous data sufficient to allow trends to be identified should be readily available. Whilst this can be implemented at the national level, efforts should be undertaken to both ensure that Member States are indeed making updated data available and to allow for comparative analysis of data, based on a common set of indicators. The existing Eurostat databases can be expanded to allow for this.

Inclusive Monitoring

Member states shall ensure that civil society organisations including NGOs, academics and migrant community organisations are seen as actors in the monitoring and evaluation of integration policies and outcomes. As groups working with beneficiaries of integration initiatives, they are in a position to provide input and analysis from a perspective that may otherwise go unnoticed.

Mainstreaming Vulnerability

A requirement to plan for, and assess the impact of, integration measures on vulnerable migrant groups should be mainstreamed into all of the EU's integration efforts.

TCN WOMEN

TCN women form shares of 4% to 6% of the general female population in the EU states with bigger immigrant communities and longer experience in managing TCN immigration (Austria, Belgium, Greece, Italy and Spain). They form insignificant shares of the general female population (0.3% to 1.93%) in the EU states with moderate immigrant flows (Bulgaria, Hungary, Malta, Poland and Slovakia).

The lead trend is of lower shares of women in the general TCN population than the shares of women in the general native population. The negative difference for TCN women with respect to native women is highest in Malta (-7.66%) and lowest in Italy (- 1.04%). In only two countries TCN women have stronger representation in the general TCN population than women in the general native population (+ 6.5% in Bulgaria and + 2.35% in Poland).

The youngest female TCN population (aged 20 and above) can be found in Malta and Spain and the oldest in Bulgaria and Slovakia. The overwhelming majority of TCN women in Malta (86%) and Spain (84 %) are aged up to 49 years. At the same time, half of the TCN women in Bulgaria (50%) and one third in Slovakia (30.5%) are above the age of 50. In all ten member states, except Bulgaria, TCN women in the age groups 20 – 49 prevail over those in the age groups 50 +.

In Austria, Belgium, Bulgaria, Greece, Italy, and Spain joining a family member is the predominant reason for the migration of TCN women. A different trend is observed in Poland where TCN women arrive predominantly to find employment (47.75 %) and in Hungary where the highest is the share of TCN women arriving to pursue education (33.2%).

The share of TCN women who are long-term residents in Austria, Belgium, Italy and Poland is equal or nearing the share of women within the total TCN population. The share of women among long-term residents in Bulgaria and Hungary is somewhat higher than their share in the total TCN population. Conversely, in Greece and Spain the share of women among long-term residents is smaller than their share in the overall TCN population. The difference is most pronounced in Greece where TCN women form 48% of the total TCN population but only 34.57% of the long-term residents.

- The main determinant in the policy formulation in the area of integration of TCN women in the ten Member States is status rather than gender or vulnerability.
- Overall there is an absence of integration policies and programmes that target TCN women as a separate vulnerable category with needs different from those of TCN men or native women. Two prevailing trends include:
 - Implementing policies and programs that are not gender specific and with terms of entry, access to the labour market, to the social assistance system or to political rights being the same for TCN women and TCN men;
 - Channelling opportunities for integration of TCN women through programmes designed for the general native population.
- In the countries with smaller TCN communities and less experience in managing TCN integration, a certain set of integration areas remain underdeveloped for TCN women. These include language training and provision of information in the language of the TCN (Bulgaria, Hungary, Poland and Slovakia).
- The decentralised approaches to TCN integration that are enforced in some of the studied member states (Austria, Belgium and Italy) are associated with considerable freedom of local initiative, development of innovative policies benefiting

the TCN population, and TCN women in particular, and leading to very positive outcomes regarding policy making. In such instances local level integration policies may appear far more advanced than national initiatives.

- The freedom of local initiative that is associated with decentralised implementation of migrant integration can also lead to the enforcement of more restrictive conditions by local authorities in implementing provisions issued by central authorities.

Integration of TCN Women

Employment

Across the ten Member States initiatives for facilitating the integration of TCN women as a distinctive group are few. They include: 1) some programmes for facilitation of the labour market participation of TCN women run by public employment offices (Austria, Spain) or by NGOs (Austria, Hungary, Italy and Spain); 2) vocational training programmes for TCN women, conducted by NGOs (Italy, Spain); 3) vocational training programmes for TCN (men and women) run by public employment offices (Austria, Belgium and Italy) or by NGOs (Bulgaria, Greece, Hungary, Poland, Slovakia and Spain).

Addressing TCN women's vulnerability at the labour market

Integration outcomes for TCN women in the field of employment are generally less favourable than those of native women and TCN men, demonstrating that TCN women have a more vulnerable position in the labour market.

The disadvantageous position of TCN women face in the labour market and with regard to self-employment and activity rate require the use of gender perspective when developing policy aimed to facilitate the integration of TCN in the labour market as well as when developing programmes for provision of information in TCN's own language and TCN's language training.

Public employment offices in Member States should provide job orientation programmes in the national

language and in the languages of the main TCN groups. Policy makers should consult the experience accumulated in this field in countries such as Austria, Belgium and Italy.

Education

The educational profiles of TCN women appear less favourable than those of native women in some countries where they have shares of more than 50% at the primary level (Austria, Belgium, Italy and Spain) and lower shares than native women at the secondary and tertiary educational levels (Austria, Belgium, Hungary, Italy, Poland).

The educational profiles of TCN women appear more favourable than those of native women in Malta where they have lower shares at the primary level (Malta); in Greece and Spain where they have higher shares at the secondary level; and in Poland and Malta where they have higher shares at the tertiary level.

The educational profiles of TCN women appear more favourable than those of TCN men with smaller shares at the primary level (with the exception of Austria); equal, next to equal or higher shares at the upper and post-secondary level (with the exception of Austria); and higher shares at the tertiary level of education.

TCN women figure better than TCN men with regard to life-long learning activities with bigger shares being engaged in education and training.

No language courses designed especially for (vulnerable) migrant women exist in the ten Member States. Language training for TCN (women and men) is provided by public institutions or through project based initiatives. Initiatives in the countries with larger TCN communities are comprehensive while those in the countries with smaller TCN populations are rather scarce and unsystematic.

More systematic and sustainable integration programmes need to be developed for TCN women in the fields of information provision and dissemination, language and professional training in Bulgaria, Hungary, Malta, Poland and Slovakia. It is worthwhile to explore and learn from the comprehensive experience of the countries with larger TCN populations (Austria, Belgium, Italy and Spain).

Social Inclusion

There is a prevailing trend of negative differences in income generation, at risk of poverty and social exclusion and in-work at risk of poverty rate for TCN women as compared to native women.

The patterns of difference between TCN women and TCN men however, are rather diverse across the ten studied Member States. While TCN women appear more vulnerable than TCN men in income generation (in Austria and Italy), at-risk of poverty (in Austria) and in-work at-risk of poverty (in Belgium and Italy), they figure better than TCN men in income generation (in Belgium, Malta and Spain), at-risk of poverty (in Belgium, Greece and Malta) and in-work at-risk of poverty (Austria, Greece, Malta and Spain).

Active citizenship

The policy approach with regard to the political participation of TCN in the ten Member States is restrictive and is applied in countries with both small and large immigrant communities and with both recent and longer migration history. More open are the policies for the political participation of TCN women in some countries at the local level (Belgium, Hungary, Slovakia and Spain).

Policies facilitating the participation of TCN in community life are much more open than political participation policies in all ten Member States with TCN (both men and women) having the right to be members of civil society organisations, action groups and trade unions.

There are no prominent policies and practices for mainstreaming diversity in staff and membership of civil society organisations that are not directly involved with migrant groups or intercultural issues.

Policies and measures need to be developed to encourage more active participation of TCN women in local elections in the countries where they enjoy that right (Belgium, Hungary, Slovakia and Spain).

Consideration needs to be given to the development of programmes for the participation of TCN women in consultative policy bodies at the central or at local levels in Bulgaria, Hungary, Malta, Poland and Slovakia and for the participation of TCN women in local governance in Spain.

Integration Monitoring and Evaluation Regarding TCN Women

Addressing the lack of reliable data

The comparative analysis of integration outcomes for TCN women is hampered substantially in the Member States with small shares of TCN populations (Bulgaria, Hungary, Malta, Poland and Slovakia). This is the outcome of the lack of reliable statistical samples in national and respectively Eurostat databases and the unsystematic, ineffective or non-existent mechanisms for data collection at national level.

The Member States with significant shares of TCN populations lack data in the field of TCN political and community participation which presents a serious limitation to any discussion about the civic participation of TCN women (and men).

Quantitative studies of the levels of integration of TCN women need to be conceptualised to compensate for the lack of statistical data in Eurostat for Member States with smaller immigrant communities. Such quantitative studies may be developed on a cross-country basis to allow for EU-wide comparisons.

Regular monitoring should be conducted in the countries where the right to vote at the municipal level is given to TCN women. The monitoring should be focused on the participation of TCN in the electoral process (Belgium, Hungary, Slovakia and Spain) in view of providing analysis of the factors facilitating or obstructing the electoral participation of TCN women.

Systematic monitoring needs to be conducted with regard to the membership of TCN (women and men) in political parties, trade unions and civil society organisations in order to be able to assess levels of civic participation of third country nationals and in particular of women.

In-depth assessments of the alternative practices for facilitating the participation of TCN in local governance need to be designed and conducted in Austria, Belgium, Greece and Italy. Such assessments would provide analysis of the effectiveness of such initiatives for promoting the participation of TCN (women) in local governance and for addressing the integration needs of vulnerable migrants such as TCN women.

Needs assessments with regard to the integration of TCN women need to be conceptualised and conducted nationally and across countries. Such studies would bring understanding to the concrete integration situations and challenges faced by TCN women and would guide policy makers in the development of better informed integration policies.

Identifying factors leading to negative or positive integration outcomes

In some of the studied countries TCN women have better status in comparison with native women: higher shares of persons with tertiary level of education (in Malta and Poland), higher activity rates (in Greece, Italy, Malta and Poland) and higher employment rates (in Malta); and in comparison with TCN men - lower unemployment rates (in Belgium, Italy and Spain), better educational profile (in Greece, Italy, Malta, Poland, Spain), and higher median incomes (in Malta and Spain).

From a policy perspective it is important to identify and attend to the particular conditions and characteristics that render certain individuals and groups (among TCN women) more exposed to the risk of poverty or harm. It is equally important to study the factors that explain and lead to identified positive outcomes in the integration of TCN women.

Qualitative studies need to be conceptualised and conducted nationally and on a cross-country basis to help explain certain integration outcomes for TCN women.

TCN CHILDREN

The volume of TCN children and youth aged up to 19 years is very diverse across the EU. In some Member States they form shares of around 7-8% of the total population in this age group (Austria, Greece, Italy and Spain), in other countries they form shares of between 1.7% and 4% (Malta and Belgium) and in third category of countries they represent less than 1% of the total child populations (Bulgaria, Hungary, Poland and Slovakia).

The share of TCN children and young people aged up to 19 years in the TCN population is bigger than the share of native children in the total population in Italy (+7.84%), Spain (+3.14%), Greece (+4.38%) and

Austria (+2.64 %). It is equal in Belgium and smaller in the countries with smaller TCN communities such as Bulgaria (-9.94%), Hungary (-4.4%), Malta (5.07%) and Slovakia (-8.46%).

The youngest child TCN populations live in Italy, where 0-9-year olds consist almost 60% of TCN children, and in Belgium, where the respective share is about 54%. Bulgaria, Hungary and Slovakia have the oldest child TCN populations, with shares of 0-9-year olds of 42-45 %.

Two major groups of countries could be outlined with regard to the demographic profiles of TCN children: 1) Greece, Italy and Spain having young and large TCN child populations both in absolute numbers and as shares of the total child populations; 2) Bulgaria, Hungary and Slovakia, having older and small TCN child populations in terms both of absolute numbers and relative shares. Although with some differences, Austria and Belgium are closer to the first group, and Malta and Poland are closer to the second one.

- The monitoring and evaluation of integration policies for TCN children at national level represent rather an exception across the ten Member States. It is seriously hampered by the current standards for presentation of statistical information. Dis-aggregation for the age group 0-17 and allowing distinction between TCN and refugees/asylum seekers is provided for none or very few statistical indicators.
- Some groups of TCN children, as undocumented or short-term residents still do not have access to free education at public schools (Bulgaria and Hungary).
- Despite of the substantial disparities of school enrolment rates for girls and boys, gender-distinctive policies in this field lack everywhere.
- There are no mechanisms for monitoring of the educational performance of TCN children at EU or at national level.
- In the majority of the ten Member States, policies against poverty do not target vulnerable TCN children, or in some cases even native children. Access of TCN families to support schemes generally depends on their residential status rather than on vulnerability.
- In the majority of the ten Member States, universal requirements to potential guardians aimed at guaranteeing the rights of TCN children are not set.

➤ In Bulgaria, Greece and Poland, appointment of guardians is hampered by the outdated legal base, or is done "on the edge of the law".

Integration of TCN Children

EDUCATION

Right to free education for all children

Despite the universal nature of the basic child's rights, including the right to education, legal frameworks in Bulgaria and Hungary still do not give **access to free education** to some groups of TCN children, such as undocumented and short-term residents. The legal frameworks in these countries **need to achieve better compliance with EU and international standards.**

Gender-distinctive policies encouraging school enrolment

None of the ten Member States has made policy efforts aimed at overcoming the **gender differences** in educational participation. The equal access to education stipulated in national legislations is perceived as sufficient guarantee. Although participation of girls and boys is not precisely studied in each Member State, in some of the countries cultural factors for participation inequalities are identified. Some positive steps aiming at higher participation rates among TCN children are connected with obligation or interest of schools or social workers to identify non-enrolled children in a specific settlement or city area. Such measures should be accompanied with adequate support to the families, in order to achieve desired effectiveness, and with working mechanisms of regular monitoring and data gathering to assess this effectiveness.

Prioritisation of language skills

Enrolment in education is not equal for TCN compared to national children practically in all Member States where data on enrolment is available (Belgium, Bulgaria, Hungary, Slovakia and Spain). However, the levels of inequalities across Member States vary quite significantly: from almost

insignificant, to quite alarming. The available data shows the primary importance of the level of development of integration policies in the field of education, and especially of policies connected with language training and enrolment procedures. Countries with richer experience and more developed policies in these fields show better results than some of the newer Member States.

Policies, programmes and mechanisms for integration of TCN at the national level could be improved by following the principle of **equal rights and opportunities**. In the area of education, all TCN children should be provided with opportunities to participate in programmes for improvement of skills in the language(s) of the respective countries prior and after school enrolment.

Educational support designed to meet specific needs

Considerable challenges were identified with regard to the (the lack of) **equal education opportunities** for TCN in comparison with native children. Some specifics of national education systems, such as early and irreversible direction to general or vocational education, might also put TCN children in a disadvantaged position, even when substantial efforts are made in terms of language training, enrolment procedures and extra-curricular support. In some of these Member States additional evidence for substantial problems with the quality of education of TCN children is found, as **disproportional presence of TCN students in special or/and in part-time vocational schools (Austria and Flanders, Belgium), and shares of foreign students enrolled in class levels lower than their age** several times higher than the respective shares among national pupils and students (Flanders, Belgium, and Italy). As far as the level of language skills is identified as the main factor, these results could again be accepted as valid for TCN children as well.

The principle of equal rights and opportunities also means that the specific needs of different groups should be taken into account. TCN children, as well as other children whose mother tongue does not coincide with the countries' official language(s), need **mechanisms for educational support** in school different from those provided to native children.

Positive examples of policies aiming at overcoming an unequal education start are: intercultural schools (Greece); induction or reception classes for language training of newcomer TCN children (Belgium, Malta);

assistant teachers and teachers especially designated to provide extra-curricular support (Malta, Poland); usage of dedicated time within regular classes and the natural environment of native peers to enhance language skills of TCN children (Italy); considering the actual age as (one of the) main factor(s) in class level placement (Austria, Hungary, Italy and Poland).

SOCIAL INCLUSION

"Put children first"

In all of the ten Member States with the exception of Greece and Spain, not all categories of TCN families – sometimes even no TCN families – have **access to non-contributory child-related support schemes** (support schemes designed to support families with children). Furthermore, in some cases these families have access to support schemes connected with living minimums. As a consequence in the majority of the ten Member States:

- the more vulnerable TCN families (who are currently not employed and do not have social insurance) have fewer opportunities to receive support;
- TCN children and their families are in a more disadvantaged position than TCN adults as a whole.

Moreover, in the same Member States, **policies against poverty** do not target vulnerable TCN children, or even do not target native children. TCN children who reside irregularly in the respective countries appear to be the most exposed at risk of exclusion from any type of support. Paradoxically, unaccompanied children are less exposed to such risk, since child protection bodies and mechanisms automatically recognise them as being at risk and set protection measures, including meeting their basic needs. National authorities in Member States should find a way to overcome the disadvantaged position of vulnerable TCN children raised in a family environment and whose families are not entitled to receive child-related benefits.

GUARDIANSHIP POLICIES

The **roles of appointed guardians**, with some exceptions such as Poland, are regulated in relatively clear manner across the participating Member

States. A positive tendency is the separation of guardianship functions from child-care functions that allows dedication of child rights-specialised human resources, to meet the specific needs of unaccompanied TCN minors. Still, in Belgium, Bulgaria, Poland and Spain the roles of guardians could vary and therefore do not guarantee adequate response to the needs of all children.

Upgrade of legislation to account for the specific situation of unaccompanied TCN minors

The respective legislation in Bulgaria, Greece and Poland is not adapted to the specific situations of unaccompanied TCN minors, and envisages **assignment of guardians** only in cases when parents are deceased, fully debarred, deprived of parental care, or missing. As frequently none of these situations could be proved, assignment of guardians is either done at the edge of the law, or is not done at all, thus depriving the child of proper protection. **The legal framework for appointment of guardians of these Member States needs to be upgraded and adapted to the specific situations of TCN children.**

Unification of requirements to potential providers of guardianship services

Further, in the majority of the ten Member States, **requirements to potential guardians** are either not set in a way to guarantee observation of child's rights and best interest, or there are substantial differences between requirements to "professional" guardians/representatives of institutions or NGOs, and "voluntary" guardians/private persons. In other words, universal requirements to potential guardians aimed at guaranteeing the child's rights are not set even within the same country or region. More efforts for standardisation and unification of requirements to and of services provided by different types of actors are needed in some Member States (Belgium, Bulgaria, Poland and Slovakia).

Integration Monitoring regarding TCN Children

The existing EU and national policies concerning TCN children are not accompanied by relevant mechanisms of monitoring, including relevant

practices for provision and presentation of statistical data at Eurostat and national statistical bodies. In addition to the fact that disaggregation of statistical information by citizenship does not allow presentation of separate results for TCN children (but present them together with refugee and asylum seeking children), the majority of the standard statistical indicators are not available for the age group 0-17, or, if available, are not disaggregated by citizenship.

Making children visible

Disaggregation by age for all standard statistical indicators should allow monitoring of the situation of children, or in other words, the age group 0-17 should be provided for all publicly available indicators. This is valid not only for national but also for Eurostat data.

As educational integration is of the highest priority for children, information regarding enrolment rates should be available not only by sex and ISCED level, but also by age, to allow the separation of children from adults in the same ISCED level, and by citizenship, to allow comparisons of TCN to EU and national citizens.

Available dis-aggregation by citizenship and residential status

Currently in all EU Member States, data on indicators concerning education of children are not disaggregated by citizenship, or are provided in broad categories only (foreign-national, or immigrant-national). This is also the case with some of the indicators provided by Eurostat. Furthermore, cross-sections by citizenship and residence status are not provided, including lack of differentiation between TCN with regular residential status from asylum seekers and beneficiaries of international protection; this further hampers monitoring of the implementation of a number of EU policies. Provision of these types of disaggregation should be considered. Where data are unreliable at the national level, total EU results could be provided, as well as results for different groups of EU countries (EU 28, EU 15, EU – out of EU 15, etc.).

Further inter-institutional harmonisation of data

The lack of coherence of data gathered by different authorities within the same Member State, and the lack of coherence of data on similar indicators gathered in the different countries, allows only general parallels to be made instead of direct comparisons. Different national bodies gather information concerning TCN children with different criteria and periods of validity. Harmonisation of data should be considered both at national level, among bodies involved in child-related data gathering, and at EU-level, among bodies gathering the same types of data.

Elaboration of EU mechanisms for assessment of educational achievements

Educational achievements of TCN and national children are also not comparable for the time being, and hence, the quality of education provided to these groups cannot be assessed. Possible ways to improve this situation is to include citizenship as additional criteria in the indicator “Repeaters in general schools by grade groups” and to include it in the list of Eurostat indicators. Currently, educational attainments at Eurostat are measured only through the educational levels attained, and information regarding achievements and scores at school is not available.

TCN VICTIMS OF TRAFFICKING

Trafficking of third country nationals in the ten Member States follows very different trends. Spain and Italy have become destinations for more significant numbers of TCN victims of trafficking (VoT). They are followed by countries hosting several hundred (Austria, Belgium, Poland) or several dozen TCN VoT (Greece). This is not the case with countries such as Bulgaria or Hungary where no TCN VoT have been identified in the last years or Slovakia and Malta where only a few cases of TCN VoT have been reported between 2010 and 2013. These trends should be treated as indicative of the volume of VoT caseload with which national institutions work rather than as an indication of the size of the phenomenon of trafficking. The volume of identified cases of trafficking in a given country should be seen first and foremost as the result of the

quality of identification mechanisms and to a lesser extent as the outcome of the size of the phenomenon of trafficking.

The lack of accommodation centres for assistance of male victims of trafficking in eight of the ten Member States (Belgium, Bulgaria, Greece, Hungary, Italy, Malta, Poland and Slovakia) hinders support to male TCN victims who may have entered the country as irregular migrants or asylum seekers. This is an especially relevant concern for victims of trafficking for labour exploitation.

It needs to be stressed that the condition in most of the ten studied Member States for cooperation with authorities for issuance of temporary or long-term residence permit is one factor influencing TCN VoT to abstain from identifying as VoT.

- In seven of the ten Member States where TCN VoT have been identified, there are no systematic mechanisms for data collection regarding the profiles and types of exploitation of TCN VoT with data being provided for all VoT (nationals, EU national and TCN).
- Hindrances to the provision of transnationally comparable data on TCN VoT include: 1) lack of harmonised data on identified VoT at the national level; 2) lack of differentiation by citizenship in data on VoT integration; 3) lack of mechanisms for systematic data collection for some integration measures for VoT; 4) imperfections in the systems of VoT identification leading to low numbers of officially identified VoT.
- The lack of systematic and harmonised data collection mechanisms on the situation of TCN VoT in all ten Member States seriously hinders any process of monitoring of their integration in comparison to VoT who are nationals or to other vulnerable immigrant groups.

Recommendations

The mechanisms for identification of victims of trafficking should be improved in Bulgaria, Greece, Hungary, Malta and Slovakia, especially at border and detention centres.

Practical training for foreign VoT identification for police and service providers should be conducted, especially in Bulgaria, Greece, Hungary, Malta and Slovakia.

The system for VoT assistance by opening accommodation facilities for male victims of trafficking needs to be developed further.

EU Member States should aim to treat equally and provide similar levels of protection to TCN VoT who are willing to cooperate with the authorities and those who are not willing to do so. The example of Italy where TCN VoT have access to a reflection period, temporary and long-term residence that is not conditional upon cooperation with authorities needs to be multiplied in other Member States.

Regular monitoring and assessment of the assistance provided to TCN victims of trafficking needs to be conducted.

Systematic and centralised data collection mechanisms should be established across EU Member States in order to collect reliable data on the integration of VoT that is gender, age and citizenship differentiated.

All research outputs on which the present Policy Brief is based (including methodologies, national reports; comparative reports and Compendium on Promising Practices) could be accessed at: www.assess-migrant-integration.eu