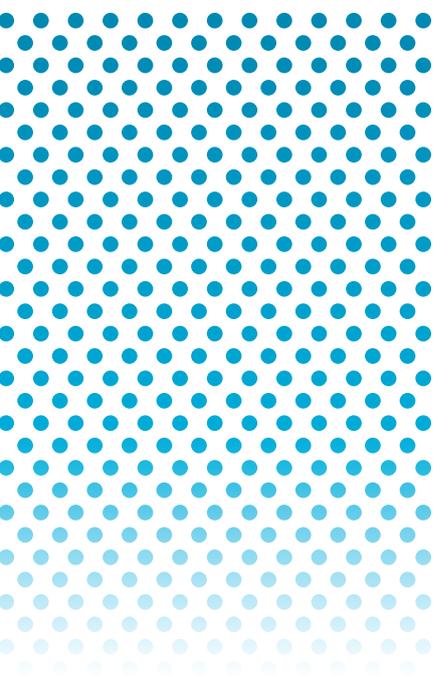


# EPIM

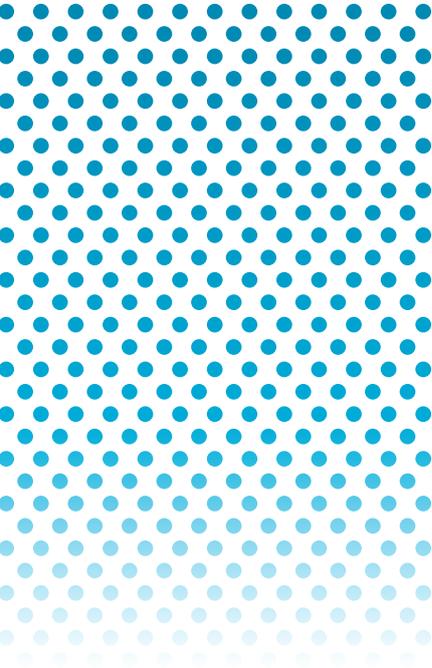
European Programme  
for Integration and Migration

*Case Studies*



## *About EPIM*

The European Programme for Integration and Migration (EPIM) seeks to improve the lives of regular and undocumented migrants by strengthening the role played by NGOs active on migration and integration issues. Following the successful first phase of the programme (2005-2007), a second and broader phase of EPIM (2008-2011) has been launched. Through a grants and a capacity building programme, EPIM partner foundations foster civil society initiatives that promote constructive integration policies benefiting both migrants and host communities. Grants focus on 3 priority areas: undocumented migrants, making heard the voices of migrants and the role of the media in migrants' integration. Initiated by the Network of European Foundations (NEF), EPIM is a joint venture of European foundations working on immigration and integration nationally and at the European level. For further information please refer to: [www.epim.info](http://www.epim.info)

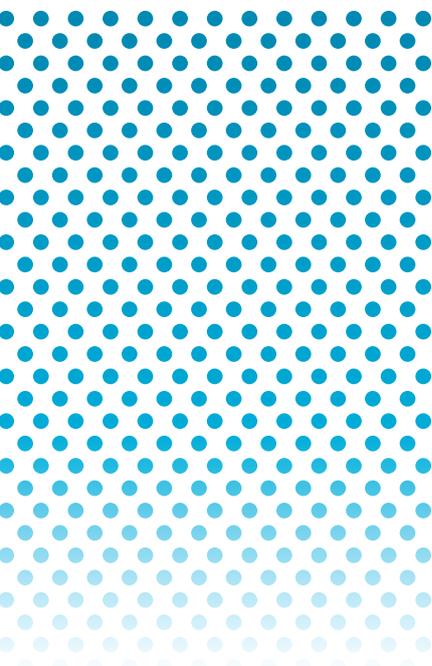


## Contents

- [p. 2](#) [About EPIM](#)
- [p. 3](#) [Contents](#)
- [p. 4 -5](#) [Case Studies: Foreword by Antonio Vitorino](#)
- [p. 6-7](#) [Case Studies: Introduction](#)
- [p. 8-9](#) [Overview of EPIM Projects](#)
- [p. 10 - 11](#) [Case Study: PICUM](#)  
[Advocating respect for human rights and access to justice for undocumented migrants](#)
- [p. 12 - 13](#) [Case Study: Médecins du Monde](#)  
[Promoting effective access to health care for undocumented migrants](#)
- [p. 14- 15](#) [Case Study: Migreurop](#)  
[Protecting the fundamental rights of undocumented migrants at the EU's external borders](#)
- [p. 16 - 17](#) [Case Study: Stichting Nidos](#)  
[Working towards better guardianship of unaccompanied minors](#)
- [p. 18-19](#) [Case Study: Immigrant Council of Ireland](#)  
[Improving education and integration outcomes by facilitating the involvement of migrant parents in school life](#)

# European Programme for Integration and Migration

## Case Studies: *Foreword by Antonio Vitorino*



In October 1999, the European Council meeting in Tampere, Finland, decided to launch a comprehensive European migration and asylum policy.

Looking back over the achievements of these last ten years, we must recognise that the milestones set out in Tampere have only been met to a limited extent.

The first phase, establishing a European Asylum Policy (adoption of a set of minimum common rules), was completed by the end of 2004. Since then there has been a deadlock in proceeding to the second phase, which aims for a fully fledged Common Asylum System (including a single European Asylum procedure and a common legal status for asylum seekers and refugees).

As far as Migration Policy is concerned, the achievements have mainly been focused in two key policy fields: border controls (and “the fight against illegal immigration”) and the legal status of migrants coming from third countries.

A third key element of a fully comprehensive Migration Policy, dealing with the admission of third country nationals for economic purposes, has probably been the most striking failure as far as the Tampere milestones are concerned.

Public perception of EU Migration Policy mainly focuses on illegal immigration and border controls. In fact, these are precisely the policy domains that politicians emphasise in order to address what every opinion poll shows as being the top concern for almost two thirds of European citizens.

The fact is that the number of migrants arriving in EU Member States remains relevant, and irrespective of the current economic and financial crisis, migrants keep finding job opportunities in these destination countries.

Nevertheless, I believe we should not underestimate some policy achievements at EU level which are closely connected with admission policy in its broadest sense, such as the common legal framework for family reunion and the directive concerning the legal status of third country nationals who are long term residents in EU Member States.

In spite of the fact that the overall assessment of this policy area can be considered internally imbalanced, successive opinion polls show that European citizens recognise that the adequate regulation of migratory flows requires comprehensive common European solutions.

One has to recognise that this realisation does not always meet equivalent capacities in Member States’ national governments to work together to find the most appropriate solutions based on a holistic approach that includes admission rules, border controls, rights and obligations of legal migrants, effective solutions for those who are irregularly present in the territory of Member States and a proactive integration policy for legal migrants in European host countries.

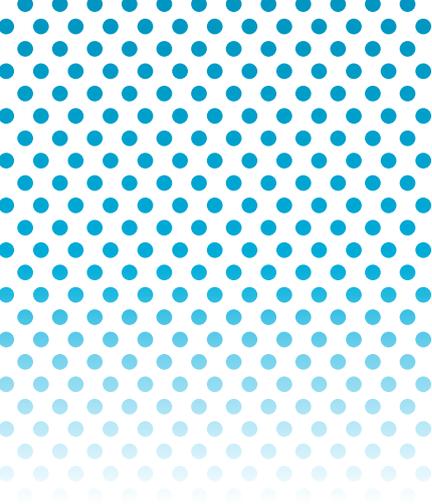
Therefore, it has been easier to build mutual trust among EU Member States and thus achieve political agreements on a number of tools dealing with irregular immigration, than on setting the political priorities to address the challenges of legal migration, especially when it comes to enhanced cooperation concerning the admission of migrants for employment purposes and the resolution of the situation of those whose stay in Member States is irregular (estimated by the European Commission as between 4.5 million to 8 million<sup>1</sup>).

Beyond the gaps concerning admission policy, one must recognise that the European Commission has launched a number of initiatives to address the challenges around the integration of migrants in European societies. The Common Basic Principles on Integration were adopted during the Dutch Presidency in the second semester of 2004 in spite of the fact that there was no clear legal basis in the Treaty to ground such a policy area.

I believe it is undisputable that the successful integration of migrants in host countries depends mainly on achievements at the local level, and is therefore a micro-process. The working places, the places where migrants live, and the public services that migrants access (e.g. schools, hospitals, social welfare services) are in the frontline of successful integration processes.

Nevertheless, there is relevant room for European cooperation in areas concerning the integration of migrants, from the exchange of best practices to common coordination of European programs, which can play an important role in promoting integration, empowering migrants and their associations, and providing support to common initiatives that involve migrant communities in different Member States and their connections with their respective countries of origin. In setting common European goals for integration, built upon European shared values, a key role will have to be played by civil society as a whole, both at National and European levels. The role of Non-

1 See e.g. Preamble to the “Proposal for a Directive of the European Parliament and the Council providing for sanctions against employers of illegally staying third-country nationals” (page 2, COMM (2007) 249 final, Brussels 16.5.2007). Research by the CLANDESTINO project, funded by the DG research of the European Commission, contests these figures and makes an estimation of between 1.9 million and 3.8 million. For further information, see [http://irregular-migration.hwji.net/typo3\\_upload/groups/31/4\\_Background\\_Information/4.2.Policy\\_Briefs\\_EN/ComparativePolicyBrief\\_SizeOfIrregularMigration\\_Clandestino\\_Nov09\\_2.pdf](http://irregular-migration.hwji.net/typo3_upload/groups/31/4_Background_Information/4.2.Policy_Briefs_EN/ComparativePolicyBrief_SizeOfIrregularMigration_Clandestino_Nov09_2.pdf)



Governmental Organisations, Foundations, Trade Unions and Business Associations is quintessential in this respect.

The need for a pan-European approach is widely felt but a lot depends on the initiatives of civil society organisations. I believe that the EPIM project, bringing together fourteen European Foundations, is a very good example of social responsibility towards migrants, and the programs supported by this initiative represent a very valuable tool to promote networking between NGOs, civil society organisations and migrant communities as such. Adopting a European layer for this purpose is fully in line with the need for a global and holistic approach to the wide set of questions involved in setting a European Migration Policy.

The focus areas that have been chosen by EPIM correspond to some of the key policy areas involved in dealing with migratory flows and promoting harmonious integration of migrant communities in host societies.

The situation of undocumented migrants involves a large number of human beings in all European countries who usually are looked upon by public authorities only from the perspective of law enforcement. Besides involving very sensitive Human Rights questions that can't be underestimated in EU Member States, the way European societies deal with irregular migrants remains one of the most difficult topics of a comprehensive Migration Policy. Their existence in the limbo of our legal framework puts them in a vulnerable situation, especially women and children. It is a source of particular concern that there is a constant rise in the number of unaccompanied children that arrive in EU Member States in an irregular situation.

The success of integration programs and initiatives depends on the effective participation and involvement of migrants and their associations at local level. Empowering migrants, both at the individual and collective levels, represents a key tool to finding common ground for the success of integration policies. The dialogue between host society organisations and the representatives of migrants, be it at Local, at National or at European level, benefits both sides and allows the fine-tuning of the various programs

that aim to foster integration and the assessment of the outcomes of those programs. Promoting the participation of migrants in the definition and implementation of integration programs is a key tool not only for their success but also a valuable contribution to the acceptance of migrants by host country citizens.

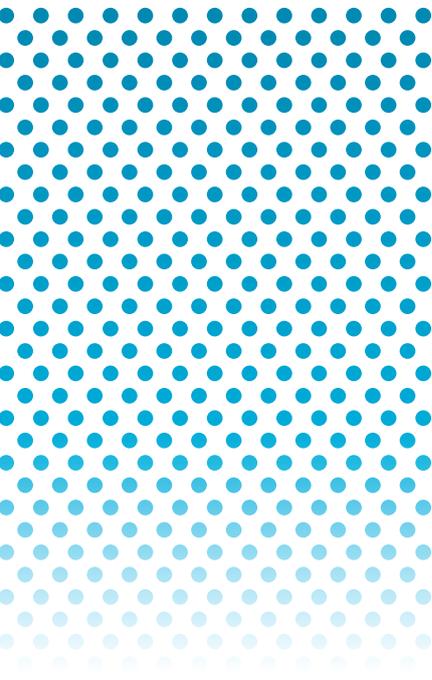
The third focus area deals with one of the most sensitive questions concerning the integration of migrants: public opinion in host societies about the realities and effective contribution of migrants from different parts of the world in European societies. The role of the media is everywhere questioned in this respect. The involvement of media professionals, publishers, and editors in the debate is always looked on with suspicion when initiatives are promoted by public authorities. Therefore, civil society organisations, particularly Foundations, are best placed to endorse concrete steps in order to question and promote the reflection by media owners and professionals concerning the way they deal with the complexity of migratory flows and how they treat the challenges concerning the integration of migrants in European societies.

I can but congratulate EPIM's initiatives and the decision to publish this booklet raising awareness about EPIM supported programs. In the description of the programs that EPIM has endorsed, one can find ideas, practices and concrete examples of how to deal with the challenges around the integration of migrants in European societies. One can find here the proof that the integration endeavour can be successfully met. The intention to keep this booklet up to date shows that EPIM is fully aware of the broad scope of integration challenges and the need to keep under permanent review the concrete results of the many programs that benefit from the support of this laudable initiative.



# European Programme for Integration and Migration

## Case Studies: *Introduction*



### 01. The EPIM Programme

**Over the past decade, European governments have collaborated in the development of common EU policies on immigration, and more recently, migrant integration. This has not been an easy undertaking, given the huge differences between EU countries' migrant populations, their history and policies. Member States are learning from the each other's experiences, embarking on joint initiatives and projects, and harmonising legislation.**

Key milestones for migrants in the last ten years include the development of a Common European Asylum System and the articulation of Common Basic Principles on Integration, outlining the steps required for governments to achieve successful integration. However, not all the developments have been positive, as many of the case studies in this report highlight. For example, Europe's leaders have made strengthening the EU's external borders a priority, with attendant concerns about the treatment of migrants at those borders. Similarly, despite EU legislation on anti-discrimination, xenophobic attitudes and actions still permeate European life, isolating many migrants from mainstream society.

It was in this context that the European Programme on Integration and Migration (EPIM) was created in 2005, with the primary goal of influencing EU policy developments and securing the adoption of stronger, more constructive approaches to integrating migrants. At its core, EPIM's work is grounded on the understanding that if governments are gradually finding common ground on immigration, then other stakeholders – particularly foundations and civil societies – should be able to do the same. However, many NGO platform organisations working at the EU level have found it difficult to attract funding from charitable trusts, which typically operate at the national level.

Since 2005, 14 foundations have come together through EPIM in a unique cooperative effort to jointly fund European migration organisations, with the goal of building capacity and developing pan-European networks to enhance their ability to influence critical elements of integration policy. Between 2005 and 2011, a total of 3.6 million euro has been allocated through the EPIM programme including 31 grants to 24 grantees – both at European and national level.

However, EPIM seeks to do more than just provide financial support. It is also an active partner working closely with its grantees. Activities have included workshops on communications, advocacy, networking, evaluation and impact assessment; joint learning initiatives tailored to the specific needs of groups of grantees; the provision of key information on EU policy developments; and helping grantees to partner with new organisations to extend their reach.

This was not only a first for the migrant organisations involved. It is also the first time that foundations have identified common funding priorities for migrant integration with a pan-European perspective.

### 02. The focus areas

Recognising that the successful integration of all migrant groups is central to the future of Europe, the EPIM steering committee identified three priority areas for funding, based on an assessment of under-valued, yet critical, aspects of this issue. The priorities were also selected on the basis that it is more difficult for NGOs to find funding from other sources to work on these issues because of the relative risk and controversy involved.

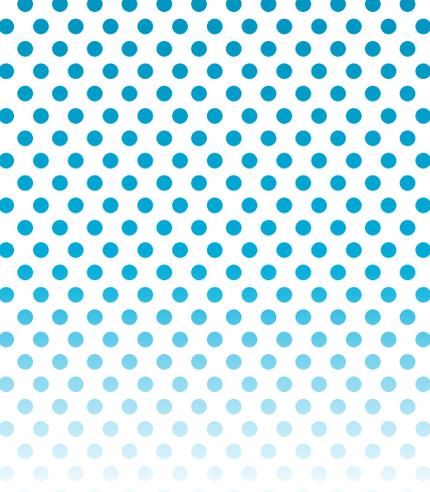
#### Undocumented migration

**This strand of funding seeks to ameliorate the situation of undocumented migrants across Europe, with a particular focus on their ability to access fundamental rights, services and justice.**

This is an area where funding is scarce, and governments are reluctant to invest in a group in society which they are loathe to recognise formally. EPIM adopted a broad definition of undocumented migrants to ensure that those who fall between traditional funding strands – rejected asylum seekers or those at risk of becoming undocumented – can still benefit from the grantees' work.

The case studies in this report highlight the work which has been done in this area, specifically the research carried out by Médecins du Monde on access to health for the undocumented population, the advocacy work of the Platform for International Cooperation on Undocumented Migrants, Stichting Nidos's creation of a European Network of Guardianship Institutions, and Migreurop's European Borders Observatory.

The results of other EPIM-funded projects also underline the importance of these grants. Over the past year, the Greek Refugee Council has worked with other national NGOs to highlight the situation of undocumented migrants and asylum seekers in the country, and possible infractions of EU refugee law. As a result, both the European Commission and the new Greek government are now considering how to ensure serious reform of the asylum system. Similarly, the work of the Jesuit Refugee Service to raise awareness of destitution among undocumented migrants coincides with an increased focus on poverty and migration as a result of the global economic recession.



### Migrant voices

**While there are numerous stakeholders involved in migrant integration, many policies are made in isolation from those they are aimed at.**

This strand of funding focuses on empowering migrant groups, and increasing their participation in - and influence over - integration policies. This is a particular concern at EU level, where few migrants are involved in the policy-making process and there is little specific support to address this issue.

The Immigrant Council of Ireland case study highlights the importance of involving migrants in the education system, an issue which has now been taken up in the Irish government's new Intercultural Education Strategy. The European Women's Lobby has also given female migrants a platform to make their voices heard with the

creation of a European Network of Migrant Women. A first priority for the network is to investigate the impact of EU family reunification policies on the lives of migrant women in Europe. This work is particularly well-timed, as the EU's Stockholm Programme for justice and home affairs envisages a public consultation and revision of EU legislation over the next two years. A similar grant, made to the European Youth Forum, envisages the creation of a Migrant Youth Network to highlight issues of particular importance to this group. Rising unemployment has predominantly affected young people, both nationals and migrants, and this could provide a crucial platform for them to get engaged in the economic debate.

### Migrants and the media

**This strand of funding aims to both enhance use of the media and communications as a tool for integration, and to improve the representation and involvement of migrants in the mainstream media itself.**

While public policies focus on service provision for migrants and bringing communities together, the less tangible use of media is frequently sidelined when it comes to funding support. EPIM grantee - the Migrants Resource Centre in collaboration with the Migrant Rights Network - organised a two-day conference on Migrants and the Media, with partner organisations from across Europe also holding workshops on this issue. The Migrants Resource Centre also launched a quarterly magazine entitled The New Londoners, to highlight the situation of immigrants in the UK capital, and EPIM-funded COSPE (Cooperation for the Development of Emerging Countries) created the Italian Intercultural Journalist's Association (ANSI), designed to empower migrant journalists at a time when Italian media is coming under increasing scrutiny for its frequently xenophobic output.

## 03. The impact

**The impacts of the EPIM programme to date have been both impressive and diverse. The case studies which follow provide just a few examples of how EPIM supported projects have influenced policy, created new sources of information and delivered critical change.**

At national and regional level, EPIM grantees have succeeded in bringing about changes in policy as well as improving conditions for migrants. In Portugal, for example, the provision of a mobile health unit by Médecins du Monde has improved access to healthcare for homeless and destitute undocumented migrants.

**At national and regional level, EPIM grantees have succeeded in bringing about changes in policy as well as improving conditions for migrants.**

At EU level, information and ideas generated by EPIM grantees have supported policy-makers pursuing reform agendas, particularly in the area of asylum and the treatment of unaccompanied

children. EPIM grantees have also put previously taboo subjects – such as the rights of undocumented migrants – onto the agenda and encouraged a more open conversation between European policy-makers. A number of pan-European networks have been established as a result of the EPIM programmes, which will endure beyond the grants programme itself. The AVERROES network and the European Network of Migrant Women, for example, highlight the importance of collaboration across countries and the stronger policy messages that result from this. A number of grantees have also been able to raise their profile as individual organisations and engage in the mainstream immigration debate. An example of this is the People in Need project, which has brought Czech NGOs into contact with journalists and increased public awareness of their work. Many organisations in the migration and integration field have also strengthened their capacities, which in turn have allowed them to focus on more long-term strategies (rather than a project-to-project approach) and augment their funding sources.

Overall, EPIM funding has had a strong impact on the integration and migration landscape in Europe and the role of civil society within this. The case studies in this report highlight significant individual successes, but the central lesson to be drawn from the EPIM programme is the multiplying force of collaboration. Through the collective decisions made by participating foundations, civil society actors have been able to join together and strengthen their work at all levels of policy and society for the benefit of migrants.



# European Programme for Integration and Migration

## Overview of EPIM Projects

20 Projects by 18 grantees (12 Long Term, 8 Short Term)

11 Projects are implemented primarily at the European level, but in coordination with NGOs working at national level

9 Projects work primarily at the national level, but in collaboration with NGOs in other Member States or at the EU level

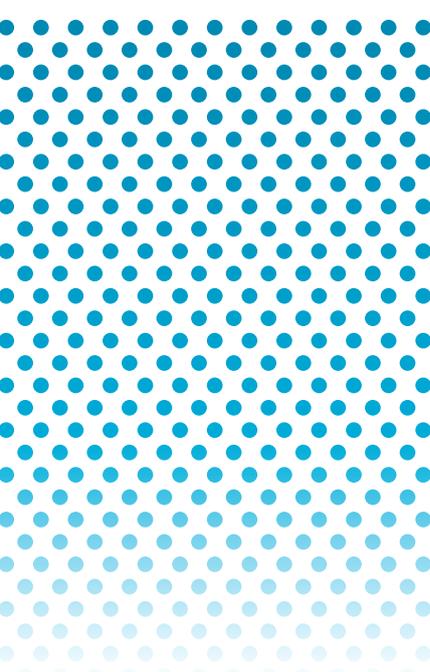
Focus area	NGO Name & web site	EU or Trans/National level	Project Title	Project Synopsis
Undocumented Migrants : 8 Projects	MIGREUROP <a href="http://www.migreurop.org">www.migreurop.org</a>	EU	European Borders Observatory	The European Borders Observatory looks at borders from an external, independent viewpoint. The project disseminates information about the rights of migrants and violations of these rights at the borders, to raise awareness about the conditions migrants face and advocate for improvement. The network is also running a campaign against readmission agreements.
	Medecins du Monde <a href="http://www.medecinsdumonde.org">www.medecinsdumonde.org</a> <a href="http://www.huma-network.org">www.huma-network.org</a>	EU	HUMA Network – Improving access to health care for asylum seekers and undocumented migrants in the European Union	The HUMA project aims to promote asylum seekers and undocumented migrants' and asylum seekers' right to access health care on equal grounds with nationals. It also seeks to improve knowledge and awareness on access to health care for these populations in the EU among the general public and health professionals. It is constituted of more than 16 partners in different EU countries.
	Association Primo Levi <a href="http://www.primolevi.org">www.primolevi.org</a> <a href="http://koha.primolevi.org/cgi-bin/koha/opac-main.pl">koha.primolevi.org/cgi-bin/koha/opac-main.pl</a>	FR	Promoting the appropriate care to victims of torture, through the creation of an information and training centre and building of advocacy	The project aims to improve the care and assistance provided in France to undocumented migrants, asylum seekers and refugees suffering from the effects of torture or political violence. The project activities are: trainings for professionals, dissemination of specialised documentation, and management of a library focusing on the effects of torture and effective care for torture victims. Further, the project intends to advocate for the specific suffering and needs of victims of torture living in Europe to be recognised and addressed appropriately.
	PICUM <a href="http://www.picum.org">www.picum.org</a>	EU	Promoting rights and facilitating justice for undocumented migrants	The project is implementing a three year plan to strengthen the fundamental rights of undocumented migrants in Europe. This will be achieved by increasing the monitoring and reporting of undocumented migrants' human rights, engaging more directly with the development of laws and practices and improving access to justice.
	JRS <a href="http://www.jrseurope.org">www.jrseurope.org</a>	EU	Advocacy network for people on Destitution – ANDES	Building on its Report on Destitute Forced Migrants (EPIM 1), JRS-EU aims to create a coalition of key actors to highlight the topic at EU level. JRS-EU is organising a series of national events through JRS national offices, concluding with a European Conference, to bring together large numbers of stakeholders and raise awareness.
	Greek Refugee Council <a href="http://www.gcr.gr">www.gcr.gr</a>	GR	Integration Measures and Advocacy for Undocumented Migrants (IMAS)	IMAS aims to set up integration services for refused asylum seekers in Greece who consequently become undocumented. Based on daily contact and research among these persons in the municipalities of Attika, GCR is raising awareness and advocating a set of legal and social measures to improve their access to fundamental rights and facilitate integration.
	Stichting Nidos <a href="http://www.nidos.nl">www.nidos.nl</a> <a href="http://www.engi.eu">www.engi.eu</a>	NL-EU	Integration of unaccompanied minor asylum seekers through appropriate reception	The ENGI project created an EU-network of organisations protecting unaccompanied minors, which advocates for guardianship of unaccompanied minor asylum seekers as a minimum requirement across the EU. Guardianship, counselling and the provision of Small Living Units or family units help minors to adapt to and integrate in society. The network has also been created to exchange knowledge and experiences on this subject at the European level.
			ENGI 2.0 Jointly Protecting Undocumented Children	The ENGI 2.0 project aims to put the conclusions of the first ENGI project into practice. It is deepening and strengthening the cooperation and communication of the core group in the network (established in the first project) by using the model of Joint Learning Initiatives developed by EPIM, thereby contributing to better protection of unaccompanied children in Europe.

Migrants' Voice : 8 Projects	<p><b>ENAR</b> <a href="http://www.enar-eu.org">www.enar-eu.org</a></p>	EU	Migrants, Rights and Integration Project: Practice to Policy (MRIP)	The project builds on grassroots contributions by national ENAR members active in migrant support to develop a practical operative framework of best practices in the field of migrant integration, strengthening and making more visible migrants' voices at the national and EU levels.
	<p><b>Institute of Race Relations</b> <a href="http://www.irr.org.uk">www.irr.org.uk</a> <a href="http://www.irr.org.uk/alternative-voices">www.irr.org.uk/alternative-voices</a></p>	GB	Alternative voices on integration	The project aims to document, strengthen and promote alternative perspectives on the integration debate, drawing on new civil society initiatives being pursued within Muslim, refugee and asylum-seeker communities across Europe. These initiatives are being consolidated into an active network working to strengthen anti-racist civil society whilst influencing European level policymakers and the media.
	<p><b>European Women's Lobby</b> <a href="http://www.womenlobby.org">www.womenlobby.org</a> <a href="http://www.womenlobby.org/spip.php?rubrique183&amp;lang=en">www.womenlobby.org/spip.php?rubrique183&amp;lang=en</a></p>	EU	Equal Rights, Equal Voices. Migrant Women in the European Union.	The main objective of the project is to actively involve migrant women in the development, monitoring and implementation of policies related to migration and integration at the European level. The project builds on two main components: creating and expanding the European Network of Migrant Women (ENoMW) and developing an advocacy strategy towards national and EU policies.
			Challenging Family reunion policies and laws: Migrant Women's Voices	Recognising the vital role family reunification plays in the process of integration of immigrants, the project aims at influencing the laws and policies on family reunification at European, national, regional and local level by bringing in the learning from the direct experiences of migrant women through the European Network of Migrant Women (ENoMW).
	<p><b>Legal Info Centre For Human Rights</b> <a href="http://www.lichr.ee">www.lichr.ee</a></p>	EE-LV-LT	Addressing the problems of "new immigrants" in Estonia and in the Baltic States	The project analyses legislation and policy regarding 'new'-immigrants in Estonia, Latvia and Lithuania. The results of the study are being distributed among various actors and providing a solid basis for debates and advocacy. Recommendations to improve the existing systems are being drafted, discussed and distributed.
	<p><b>European Youth Forum (EYF)</b> <a href="http://www.youthforum.org">www.youthforum.org</a></p>	EU	European coordination network of young migrants and young people with migrant background	The project aims to facilitate the establishment of a platform representing young migrants and young people with a migrant background at the European level, by bringing together existing initiatives at the local, national and European levels. It will contribute to improving the fundamental rights of young migrants' and young people with migrant background by making them active players in the design and implementation of European policies.
	<p><b>Immigrant Council of Ireland</b> <a href="http://www.immigrantcouncil.ie">www.immigrantcouncil.ie</a></p>	IE	Pathways to Parental Leadership	The project aims to encourage migrant parents' involvement in the school life of their children, considering how increased parental participation impacts on school policy and facilitates greater integration of migrant students. It has considered programmes existing internationally and is developing strategies for impacting on policies and procedures within the primary and secondary education system in Ireland.
	<p><b>Migration Policy Group (MPG)</b> <a href="http://www.migpolgroup.com">http://www.migpolgroup.com</a></p>	EU	Migrants' Voices: Mainstreaming Diversity in Political Parties	The project aims to assess the extent to which migrants' voices are successfully heard at all levels of possible interaction with political parties - constituents, voters, activists, employees, political candidates - and to formulate benchmarks to help parties "practice what they preach" by mainstreaming diversity into party processes across the political spectrum.
Media: 4 Projects	<p><b>COSPE</b> <a href="http://www.cospe.org">www.cospe.org</a> <a href="http://www.mmc2000.net/sottopresentazioni.php?id_sottosezione=26">www.mmc2000.net/sottopresentazioni.php?id_sottosezione=26</a></p>	IT	MediActive – Empowering migrants in the media sector	The MediActive project is sustaining the process of creating a National association of media professionals of ethnic minority background and is promoting the exchange of experiences (good practices) with similar organisations at the EU level. The project empowers migrants through advocating the adoption and implementation of inclusive media policies at local and national levels in Italy.
	<p><b>MRC</b> <a href="http://www.migrantsresourcecentre.org.uk">www.migrantsresourcecentre.org.uk</a> <a href="http://www.migrantsandmedia.eu">www.migrantsandmedia.eu</a> <a href="http://www.thenewlondoners.co.uk">www.thenewlondoners.co.uk</a></p>	GB-SP-HU-IE-GR	Migrants and the Media Project	The project supports migrant communities in developing media strategies. Building on the work of established projects in four countries, it is launching a forum to promote exchange of ideas and experiences, is creating a website, and is producing a comprehensive media toolkit and DVD Rom profiling examples of the work done.
	<p><b>European Council on Refugees and Exiles (ECRE)</b> <a href="http://www.ecre.org">www.ecre.org</a></p>	EU	Media for Integration of Refugees and Asylum Seekers (MIRAS)	MIRAS strengthens the media work undertaken by ECRE's network in order to advance positive policy outcomes in the field of refugee integration, as well as to promote the development of a welcoming environment that facilitates the successful integration of refugees and asylum seekers across Europe.
	<p><b>People in Need</b> <a href="http://www.peopleinneed.cz">www.peopleinneed.cz</a> <a href="http://www.migration4media.net">www.migration4media.net</a></p>	CZ	Let's create a more diverse media!	The goal of the project is to improve the relationship between migrant communities and the host society and to create a more diverse media. It aims to ensure a fairer and more balanced portrayal of immigrants in the media by providing journalists with background information about migration issues and also by training and engaging spokespersons from immigrant communities in the communication with the media.

# European Programme for Integration and Migration

## Case Study: *PICUM*

Advocating respect for human rights and access to justice  
for undocumented migrants



### 01. The context

**Undocumented migration is an extremely difficult topic to broach at European level, beyond the typical border security debate.**

European Union (EU) policy initiatives focus on preventing unauthorised crossings of Europe's external borders – symbolised by the Union's border management agency FRONTEX – and on developing policies for more effective return of undocumented migrants – characterised by the 2008 Returns Directive.<sup>1</sup> This has been supplemented by cooperation with third countries in both these areas.

The European Commission's Directorate-General for Home Affairs (formerly Justice, Liberty and Security) has given little consideration to dealing with undocumented migrants within Member States, and there is a political consensus on avoiding large-scale regularisations if possible. As a result, the issue of access to health, education and other essential services is barely discussed.

**The organisation's ideas have been taken up by some of the most important rights advocates in the international system**

PICUM's approach has been to focus on smaller, more vulnerable groups such as women and children and address key thematic issues such as health and education,

where fundamental rights' obligations are clearest. At the same time, it has worked to improve both the quantitative and qualitative information available about undocumented migration, and highlight the real stories of this group which is often hidden to society.

### 02. The grantee

The Platform for International Cooperation on Undocumented Migrants (PICUM) is a non-governmental organisation (NGO) which aims to promote respect for the human rights of undocumented migrants within Europe. PICUM has over 100 affiliated and 107 individual members in Europe and beyond.

### 03. The project: Promoting rights and facilitating justice for undocumented migrants

**The purpose of this project has been to develop a series of activities to raise awareness about the situation of undocumented migrants in Europe and further afield, and campaign for more rights-based policies through:**

- > **Monitoring and reporting** - to improve the understanding of problems, policies and practice related to the protection of undocumented migrants' human rights;
- > **Capacity-building** - to develop the capacities of NGOs and all other actors involved in preventing and addressing discrimination against undocumented migrants;

- > **Advocacy** - to persuade policy-makers to include undocumented migrants in social and integration policies at national and European level;
- > **Awareness-raising** - to promote and disseminate good practice relating to the protection of the human rights of undocumented migrants among relevant partners and the public;
- > **Global action** - to develop and contribute to the international dialogue on migration within United Nations agencies, international bodies and civil society organisations.

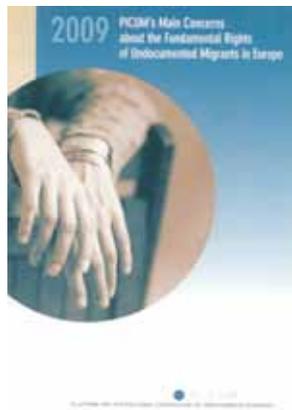
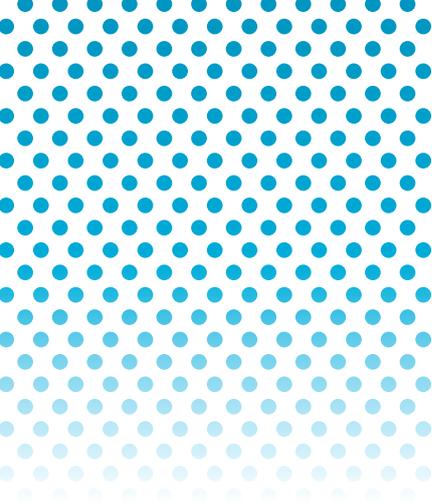
Through these activities, PICUM aims to push the policy debate beyond a pure distinction between migrants based on legal status, and instead consider the actual situation of millions of undocumented migrants living, working and raising families in European towns and cities.

### 04. The impact

**It is impossible to list all the activities which PICUM has engaged in over the course of the project. However, below are some of those which best highlight the progress which has been made in developing strong advocacy messages on undocumented migration.**

In January 2009, PICUM held a conference in Brussels to launch its publication, *Undocumented Children in Europe: Invisible Victims of Immigration Restrictions*, which brought together 150 participants from over 20 European and neighbouring countries. The conference, co-funded by EPIM, investigated the on-the-ground situation of undocumented children, and their ability to access education and healthcare. It highlighted the need to bring the issue of undocumented children into the broader debate on the rights of the child, which PICUM has now begun to do by engaging in a range of international forums (see below). The conference also allowed PICUM to strengthen relations with a wide variety of NGOs, and expand its network among those focusing on children's rights.

<sup>1</sup> Council of the European Union, Directive on common standards and procedures in Member States for returning illegally staying third-country nationals, 2008/115/EC, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2008:348:0098:0107:EN:PDF>



As a result of the various interventions made by PICUM staff at international and European conferences and debates – including the Council of Europe, the Fundamental Rights Agency, the United Nations (UN) Human Rights Council, and the Global Forum on Migration and Development - the organisation's ideas have been taken up by some of the most important rights advocates in the international system. These include the UN Special Rapporteur on Human Rights for Migrants, Jorge Bustamante, in his 2008 report on migrant children; and the UN High Commissioner for Human Rights Navi Pillay, in a speech to the UN Human Rights Council (see box).<sup>2</sup> This influence is confirmed by PICUM's observer status at the Council of Europe, and its membership of the steering committee of Migrant Rights International, a platform NGO with observer status at the UN.

At the European level, PICUM's approach – examining the actual situation of migrants 'on the ground' – has led to collaboration with several Commission Directorates-General (DGs), including DG Research, DG Employment and Social Affairs, DG Education and more recently DG Justice, Liberty and Security (now DG Home Affairs and DG Justice and Fundamental Rights). As a result, PICUM has received financial support for several projects within different DGs of the Commission. It also collaborated with several research institutes on the DG Research-funded project *Clandestino*, which aimed to improve data on - and analysis of - undocumented migration.

Excerpt from speech by UN High Commissioner for Human Rights, Navi Pillay, June 2009:  
 "Policies against irregular migration that focus on border control, return, and at times criminalisation, have not only been ineffective but in some cases have posed further threats to the rights of those involved. Government measures, such as the imposition of fines on private individuals renting their houses to irregular migrants; the imposition of a duty to report on health professionals; the criminalisation of the provision of aid and assistance to irregular migrants, can have unintended negative implications on migrants' labour rights, and their access to housing, health, education and food."

## 05. EPIM's role

**Many NGOs find that pure project-based funding means that once an assignment has been completed, its results are not disseminated for want of financial and human resources.**

EPIM funding has allowed PICUM to develop a crucial aspect of its work: advocacy and dissemination. A specific example of this was the 2009 conference on undocumented children (see above) which was co-funded by EPIM. The value of this investment is demonstrated not only by the wide range of forums in which PICUM participates, but also by the fact that the organisation's expertise is now sought by international and European government officials and experts. Second, the organisation has benefited from the periodic workshops convened by EPIM which bring together key members of each grantee organisation and enable them to exchange ideas, experiences and strategies.

## 06. Key Messages

**PICUM has gathered valuable evidence on how undocumented migrants are treated within Europe's borders, and highlighted the rights of undocumented migrants under international human rights law, which places clear obligations upon states to ensure access to rights on a non-discriminatory basis, including grounds of administrative status.**

Recent high-level political discussions have focused on limiting regularisations and advocating the return of migrants as the central policy option. PICUM's work highlights the need to place greater emphasis on a second policy area: how to ameliorate the policy-driven exclusion of millions of migrants in Europe by promoting access to basic social services. This policy debate is strongly rooted in existing fundamental rights, but PICUM's work has highlighted the very real needs in communities across Europe. As a particularly vulnerable group in society, undocumented migrants need to be brought into social inclusion policies if these policies are to succeed in the long term.

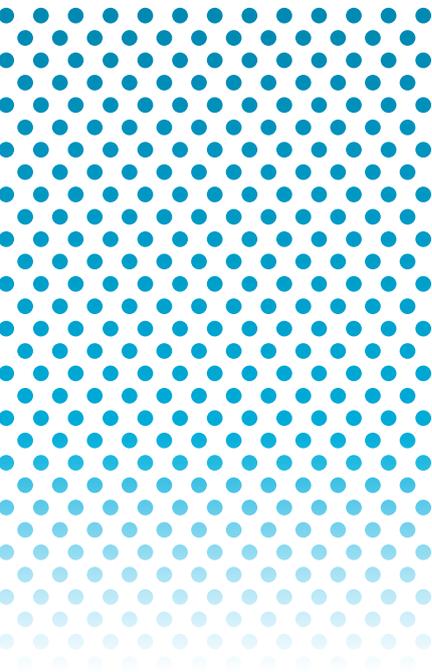
Given that returning migrants to their home countries is becoming less and less credible as the sole policy response to this issue, as well as more costly, PICUM's work on the situation of migrants who are in a 'no man's land' concerning access to basic rights and services is ever more relevant to governments. To ensure adherence with their obligations under international law, policy-makers need to consider long-term solutions that focus on the humanity of the individual rather than policy expediency.



# European Programme for Integration and Migration

## Case Study: *Médecins du Monde*

Promoting effective access to health care for undocumented migrants



### 01. The context

**Healthcare for undocumented migrants is a marginalised topic in Europe, with attention focusing more often on the mobility of health professionals and the more sensationalist issue of healthcare ‘shopping’.**

Groups working on this issue generally take one of two broader approaches, focusing either on securing rights for undocumented migrants, bundled together with education and housing, or on reducing health inequalities among undocumented migrants as just one sub-group of a vulnerable population.

This is therefore an issue which is addressed more easily by policy-makers working on health, rather than immigration, where undocumented migrants’ rights are a deeply sensitive political issue. For example, in late 2009, it was the European Commission’s Directorate-General for Health and Consumer Protection (DG SANCO) which sponsored an EU-level consultation on migration health entitled “Better Health for All”; under the auspices of the Office of the Portuguese High Commissioner for Health and the Portuguese Ministry of Health.<sup>1</sup>

### 02. The grantee

Médecins du Monde (Mdm) is an international aid organisation that provides direct medical care in Europe and across the world, as well as campaigning to improve access to healthcare among vulnerable groups.

### 03. The project: Health for Undocumented Migrants and Asylum Seekers (HUMA)

**The aim of the HUMA project is to develop a pan-European network across more than 15 EU countries, with the broader objective of improving access to healthcare for undocumented migrants through awareness-raising, advocacy and pan-European collaboration.**

EPIM funding enabled the group to access a DG SANCO grant (by providing the required matched funding) and to produce technical resources, namely two comparative reports. The first compared the laws and policies on access to healthcare for undocumented migrants and asylum seekers in ten EU Member States, outlining the administrative structure of the national health systems and the access rights

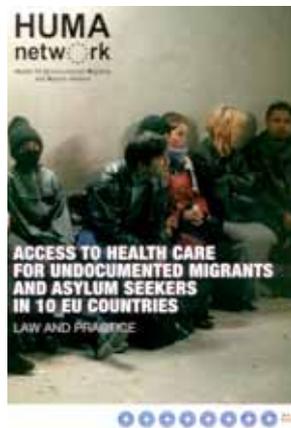
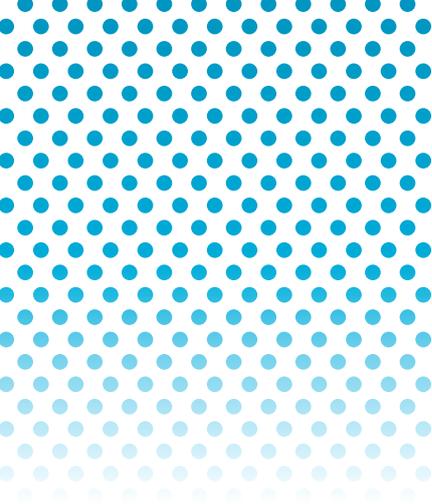
available to undocumented migrants and asylum seekers. In parallel to this, the network produced a more substantive review (based on more than 1,000 interviews) of the living conditions, health and access to care among undocumented migrants in 11 European countries. These resources can be used as tools to formulate concrete propositions, support duplication of good legislation, and provide evidence on the situation on the ground. Armed with this information, Médecins du Monde has supported the development of both specific national advocacy strategies and common strategies at the European level. In some cases, the focus has been on developing the advocacy capacity of HUMA members (given that many of the NGOs are purely service providers) and, in others, to take advantage of the broader experience within the network, strengthen transversal relations between members and find out about new policy opportunities.

### 04. The impact

**The HUMA partners have developed their capacity for advocating change at the national level and, as a result, have had some early policy successes:**

- > In Germany, in response to an unexpected change in regulation in September 2009, which lifted the obligation on healthcare administrations to report undocumented migrants who come to them, the national partner, Doctors of the World Germany, has developed materials to inform doctors and administrations of this change, to ensure it is implemented effectively;
- > In Sweden, the national partner, Doctors of the World Sweden, took advantage of the elections in September 2010 to speak to a range of politicians about the situation in the country and to ask them to take a position on the right to healthcare for undocumented migrants;
- > In the Czech Republic, a new national partner, Multikultural Center Prague has used the comparative research undertaken by Mdm in its meetings with civil servants from of the Ministry of Health to provide examples of how access to healthcare for undocumented migrants is guaranteed by law in other countries.
- > In Spain, in autumn 2009, the national partner, Doctors of the World Spain, made specific recommendations on the proposal for amendments to the Immigration Law and met with all political groups of the Parliament to discuss their concerns.

<sup>1</sup> For more details, see <http://www.migrant-health-europe.org/>



Simultaneously, the HUMA network has developed a common strategy at the European level, with the MdM secretariat following the EU policy-making process and seeking opportunities to meet Commission officials and lobby MEPs for amendments to policy proposals. In the first half of 2010, the organisation worked closely with the Spanish EU Presidency to support recommendations on universal access to healthcare for children and pregnant women, and it is now raising this issue with the Belgian EU Presidency.

Finally, the group has targeted health professionals and health organisations directly, drafting a European Declaration of Health Professionals Towards Non-Discriminatory Access to Healthcare<sup>2</sup> which, as of September 2010, has been launched in Greece, Sweden, France and Belgium, and will be rolled out across Europe in the coming months. The aim is to strengthen the network and advocacy –at both the national and European levels- with the support of these central actors in the field of health.

### 05. EPIM's role

**MdM regards EPIM as the more active contributor to the development of the project, even though the European Commission is the major funder.**

MdM says that EPIM's deep interest in its success has had a positive effect on the project's dynamics, thus helping it to engage with its partner organisations. The bi-annual workshops, particularly those on communications training, have helped MdM develop its advocacy strategies at the European level. Together with two other EPIM grantees – European Women's Lobby and the Platform for International Cooperation on Undocumented Migrants – the group is planning a joint hearing in December 2010 in the European

Parliament to highlight their common concerns for two of the most vulnerable groups: undocumented children and pregnant women.

The EPIM secretariat has responded proactively to requests for assistance from the organisation, facilitating access to information which has helped MdM to develop strategies for both funding and advocacy (for example on Southern and Eastern European funding opportunities).

### 06. Key Messages

**Médecins du Monde has developed a diverse range of arguments that build a strong rationale for improved healthcare access for undocumented migrants:**

**In the first half of 2010, the organisation worked closely with the Spanish EU Presidency to support recommendations on universal access to healthcare for children and pregnant women, and it is now raising this issue with the Belgian EU Presidency.**

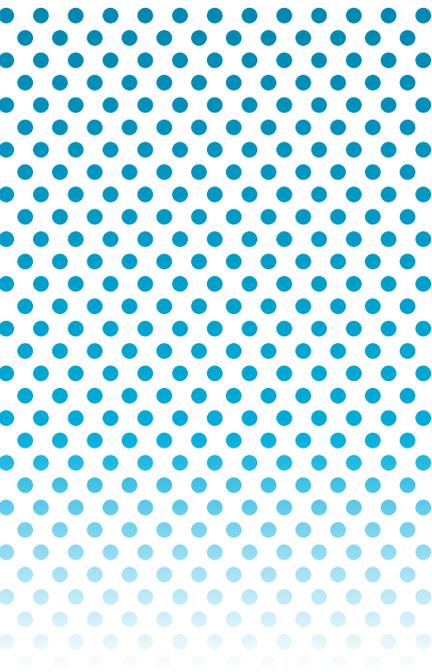
- > **Humanitarian** - access to health care is a universal right and should not be linked to administrative status. Within the undocumented migrant population, some groups – such as pregnant women, children and victims of torture- are particularly vulnerable and in need of protection. The fact that they are not necessarily protected demonstrates the inhumanity of poor access to healthcare in Europe;
- > **Human Rights** - the right to health is enshrined in major human rights instruments ratified by EU Member States, including the Charter of Fundamental Rights. Entitlement to emergency care alone is not enough - Member States should provide full access to treatment free of charge;
- > **Medical ethics** – the medical code of ethics across Europe requires doctors and other health professionals to treat every patient without distinguishing between them and to maintain patient confidentiality;
- > **Economic** - health care is less expensive for countries if they focus on preventative and primary health care rather than on emergency care.



# European Programme for Integration and Migration

## Case Study: *Migreurop*

Protecting the fundamental rights of undocumented migrants at the EU's external borders



### 01. The context

**Political and media attention in relation to undocumented migrants has focused strongly on the situation at Europe's external borders, particularly those which lie on the Mediterranean.**

As well as developing common external border policies, the European Union (EU) also set parameters in 2008 for detaining undocumented migrants, in the Directive on common standards and procedures in Member States for returning third-country nationals found to be staying illegally in their country.<sup>1</sup> However, numerous reports from organisations such as the Council of Europe, the Jesuit Refugee Service and Amnesty International have highlighted the fact that conditions in many European detention centres are substandard.

In a linked development, readmission agreements with third countries - designed to facilitate the return of migrants who originated in or travelled through that country - have become a core EU mechanism for implementing return policies. The Stockholm Programme for justice and home affairs has called for "a renewed, coherent strategy on readmission".<sup>2</sup> The use of readmission agreements remains controversial for many stakeholders, as these may not guarantee the protection and fair treatment of those returned in this way, particularly to countries that have not ratified the 1951 Refugee Convention, such as Libya.

### 02. The grantee

Migreurop is a network of 42 national human rights and advocacy groups from 13 countries which have come together to gather information about the detention of immigrants at Europe's borders, and to campaign against the increased use of detention as a tool of European immigration policy.

### 03. The project: European Borders Observatory

**The European Borders Observatory's objective is to improve the rights and situation of undocumented migrants arriving at Europe's borders.**

Migreurop's member organisations all contribute to, and use, the information collected by the Observatory to lobby for national and European policy reforms. The broad aims of the project

are three-fold, reflecting the core activities of Migreurop itself:

- > Networking and capacity-building;
- > Access to information;
- > Awareness-raising and advocacy.

Beyond this, two particularly pertinent and timely initiatives merit further elaboration.

First, Migreurop launched a coordinated campaign to improve access for independent civil society to detention centres across Europe. This campaign began in October 2008, and included a week of detention centre visits by member organisations to highlight the situation of migrants in Italy, Portugal, Belgium, France and Mauritania. As well as reporting on these visits, Migreurop informed and involved national and European parliamentarians in the debate.

Second, Migreurop formed a working group on readmission agreements with third countries. Migreurop's work focused on the EU-Pakistan readmission agreement as, for the first time, the European Parliament had the right to scrutinise and veto the proposed agreement, so the working group informed MEPs about, and lobbied them on, the issue.

### 04. The impact

**The project used a variety of methods to get its messages across, to great effect.**

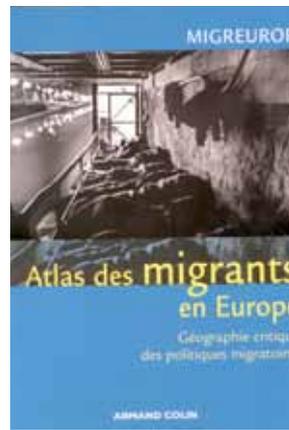
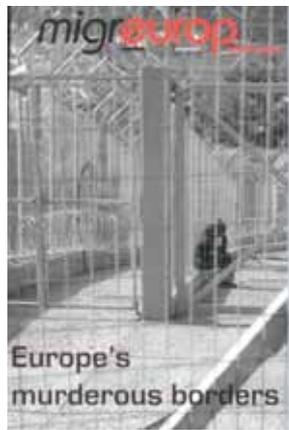
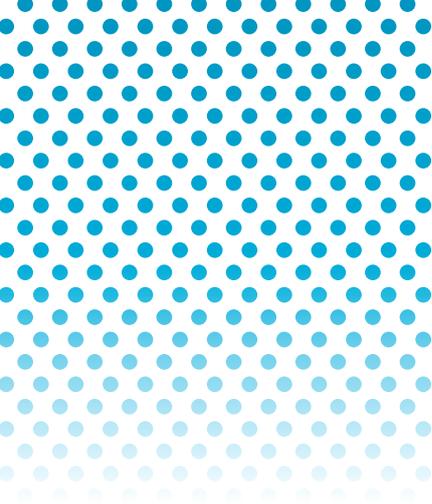
By coordinating members' positions, Migreurop was able to send open letters to the European institutions, signed both by its member organisations and by a broader range of concerned non-governmental organisations (NGOs).<sup>3</sup> It also gave interviews to key media outlets such as the NNC and Le Monde, and took part in a large number of meetings and conferences at regional, national, European and international level. Examples include an anti-racism festival in Athens; the World Social Forum on Migration in Madrid; and a training session on EU immigration policy in Dakar (Senegal) for West African NGOs and lawyers.

Perhaps most importantly, Migreurop engaged with parliamentarians at both national and European level, with visible results. The group informed policy-

1 Official Journal of the European Union, Directive 2008/115/EC on common standards and procedures in Member States for returning illegally staying third-country nationals, L348/98, 2008

2 Council of the European Union, The Stockholm Programme, December 2009. See for example, their open letter concerning readmission agreements: <http://www.migreurop.org/article1350.html>

3 See for example, their open letter concerning readmission agreements: <http://www.migreurop.org/article1350.html>



makers – particularly those unaware of the realities of detention camps – about the situation facing migrants at Europe’s borders, through individual meetings, public hearings and written materials. As a result, the Observatory has become a resource on detention practices for some MEPs and several written statements from the European Parliament have reflected the impact of this (see box).

During this process, a number of parliamentarians joined the NGOs on visits to detention centres, which both raised their own awareness of the deplorable conditions and increased the visibility of the NGOs themselves. In Spain, one MEP held a press conference denouncing the lack of transparency after the NGO which accompanied him was refused entry to a detention centre. This has led to a change in policy in Spain regarding NGO access.

### The group informed policy-makers about the situation facing migrants at Europe’s borders

A European Parliament Resolution in January 2009 on the situation of fundamental rights in the EU 2004-2008 called for the following actions to be taken:

- > access to detention centres for NGOs;
- > an independent European body responsible for supervising detention centres;
- > an annual report analysing the situation of detainees held by Member States, both within and outside their borders;

In the same month, the Civil Liberties, Justice and Home Affairs (LIBE) Committee reported on reception conditions for asylum seekers and refugees, and called on Member States “to ensure that asylum seekers and irregular migrants have access to aid - from actors independent of the national authorities - in defending their rights, including during detention”; and “to guarantee civil society a legal right of access to places of detention for foreign nationals without any legal or administrative obstacles”.

## 05. EPIM’s role

**EPIM’s grant has allowed Migreurop to strengthen and expand its network of organisations:**

the secretariat has welcomed at least four new organisations and developed its partnerships in Eastern Europe. The Observatory provides a focal point for these partners, and would not have been possible without

EPIM’s support. It has also allowed Migreurop to think strategically about how to use the information gathered.

EPIM has also spurred Migreurop to find alternative sources of funding, and

strengthen relations with other grantees with similar objectives. Along with several other EPIM grantees, Migreurop spent a day learning how to attract private funding (on the fringes of an EPIM workshop), and has held several strategy meetings with other grantees, such as the Platform for International Cooperation on Undocumented Migrants, the Jesuit Refugee Service Europe and Médecins du Monde, and other organisations working on related issues such as Médecins sans Frontières.

## 06. Key Messages

**The Migreurop network has developed and highlighted two key recommendations for policy-makers, which focus on the need to respect individuals’ fundamental rights, regardless of their nationality or legal status. These are the need for:**

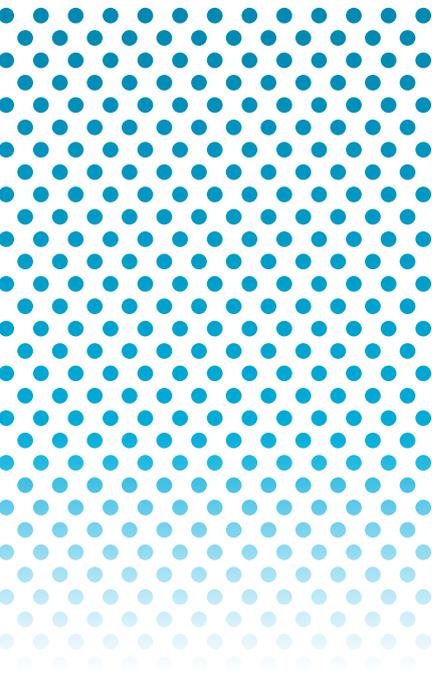
- > Independent observers to ensure that standards and conditions in detention camps are maintained at an acceptable level;
- > Transparency in the negotiation and implementation of readmission agreements.

Beyond this, Migreurop’s working methods should be seen as a potential model for policy-makers who are serious about strengthening common interests with third countries in this area. Migreurop’s members come from countries on both sides of the EU’s borders, and include Mali and Togo. It also works more broadly with organisations from Morocco, Senegal, Bosnia-Herzegovina and Uruguay. The secretariat has succeeded in identifying key common concerns among NGOs from different countries to develop strong advocacy messages on policy reform.

# European Programme for Integration and Migration

## Case Study: *Stichting Nidos*

Working towards better guardianship of unaccompanied minors



### 01. The context

**The European Union (EU) has made the situation of unaccompanied migrant children a policy priority in two ways.**

First, the Stockholm Programme on justice and home affairs has prioritised the rights of the child, and ministers have specifically mandated the European Commission to “identify measures...to protect and promote the rights of the child”, stating that “children in particularly vulnerable situations should receive special attention...as well as children that are victims of trafficking and unaccompanied minors in the context of immigration policy.”<sup>1</sup> As a result, the Commission published an Action Plan on Unaccompanied Minors in May 2010.<sup>2</sup>

Second, over the past two years, the Commission has reviewed the implementation of current EU asylum policy – including the reception of asylum seekers (see box) – and proposed reforms to improve the operation of the Common European Asylum System.<sup>3</sup> These reforms have implications for children seeking asylum.

**The project’s unique approach enabled the ENGI to have a significant impact on European policy while creating a new resource for national practitioners.**

Guardianship is defined by the European Network of Guardianship Institutions (ENGI), as the exercise of authority over young people on their way to adulthood, and the promotion of their interests.

In the case of unaccompanied minors seeking asylum, Article 19.1 of Directive 2003/9/EC on minimum standards for the reception of asylum seekers states that: “Member States shall as soon as possible take measures to ensure the necessary representation of unaccompanied minors by legal guardianship or, where necessary, representation by an organisation which is responsible for the care and well-being of minors or by any other appropriate representation.”

### 02. The grantee

Stichting Nidos is an independent guardianship and (family) supervision agency, working on behalf of the Dutch government. It appoints guardians for

unaccompanied minors seeking asylum, who in turn guide these young people to independence while ensuring their well-being.

### 03. The Project: European Network of Guardianship Institutions (ENGI)

**The aim of the project, coordinated by Stichting Nidos, has been to bring together national organisations responsible for the guardianship of unaccompanied minors to exchange information and experience about how children are received and housed in host communities.**

The project also compared the systems for protecting unaccompanied children in 11 EU Member States,

particularly those which have implemented a guardianship system.

This project provided especially timely input for European policy-makers just as the EU was considering several reforms (see above).

The group invested a great deal of time and energy in identifying appropriate organisations across Europe, and organised a series of roundtables in a number of countries to bring these experts together. Not only has the project developed a network of relevant institutions involved in the guardianship of young asylum seekers, but it has also uncovered problems with the level of implementation of the 2003 Directive.

### 04. The impact

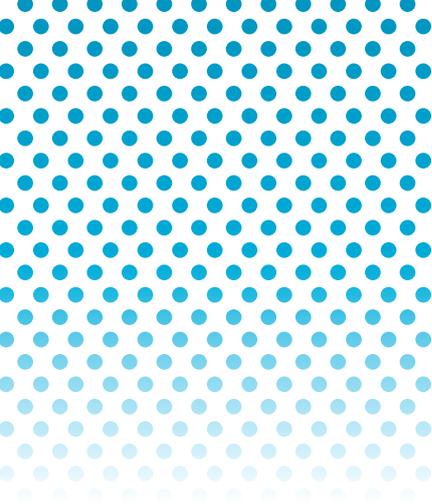
**The project’s unique approach, bringing together experts who normally operate solely at the national level, coupled with excellent timing from a policy-making perspective, enabled the ENGI to have a significant impact on European policy while creating a new resource for national practitioners.**

There are significant differences in systems across Europe – while the Netherlands has a dedicated guardianship system, other countries have systems designed around child protection more generally. This made it harder to identify collaborators and develop general recommendations for policy reforms. Nevertheless, the project created a network, bringing

1 Council of the European Union, The Stockholm Programme, December 2009

2 European Commission, Action Plan on Unaccompanied Minors (2010-2014), COM(2010)213, May 2010

3 Council Directive 2003/9/EC of 27 January 2003, laying down minimum standards for the reception of asylum seekers, Official Journal of the European Union, L31/18, and European Commission, 2008, Proposal for a Directive of the European Parliament and of the Council laying down minimum standards for the reception of asylum seekers (Recast), COM(2008)815 final



# Towards a European Network of Guardianship Institutions



© Stichting Nidos



together more than 250 people to exchange expertise and knowledge. This network will continue, subject to continued EU funding, and will maintain links between core organisations.

The exchange uncovered new evidence about how systems function, their strengths and weaknesses, and the degree to which EU rules have been implemented. It gave the coordinators new perspectives on how to improve protection for this specific group of children, particularly in light of the systemic differences.

The group also concluded that systemic government reform may be beyond the reach of small national organisations with little capacity for large-scale advocacy. As a result, the ENGI focused on how to promote small but immediate improvements within specific national systems, while collaborating alongside key organisations such as Save the Children to advocate broad change at the European level.

The coordinators actively communicated their findings to EU policy-makers (particularly to the Commission's former Directorate-General for Justice, Liberty and Security and the European Parliament) from an early stage, and continued to do this throughout the project to ensure maximum impact. A final conference developed a series of clear recommendations on the role of guardianship for unaccompanied children seeking asylum (see below).

The project provided key information to EU officials about the actual state of guardianship in the Member States just as they were considering amendments to EU asylum legislation. As a result, the Commission has proposed much stronger protection for these children, particularly in relation to health, education and housing conditions.

## 05. EPIM's role

**The EPIM grant provided essential co-funding to match financing from the European Commission.**

EPIM also enabled Stichting Nidos to find out more about how best to time its advocacy efforts to maximise its influence on EU policy - timing which proved critical. Policy updates provided to grantees through a collaboration with the European Policy

Centre also gave Nidos vital information about changing policy priorities and political dynamics during the project. The project demonstrated that building a successful, sustainable network requires a great deal of one-on-one investment in all its partners, as well as time and energy. As the project manager noted, it is easy to bring participants together for a meeting on a common topic, but long-term collaboration requires constant attention. The funding provided by EPIM supplemented basic funding from the Commission and allowed Stichting Nidos to do just this. EPIM has continued to invest in Nidos based on the success of this project, offering support for the ENGI to further develop a European advocacy strategy for unaccompanied minors.

## 06. Key Messages

**At the beginning of the project, Nidos had assumed that all Member States would have implemented some form of guardianship. This is, unfortunately, not the case. Many countries do not have specific systems for guardianship in place, and the research suggests that many countries need to reassess the level of protection they offer to unaccompanied minors seeking asylum.**

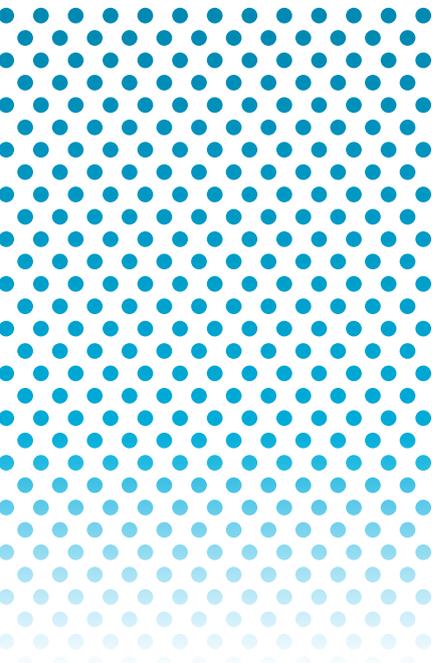
As part of this reassessment, the final ENGI conference highlighted four priorities:

- > **Responsibility and accountability** - each country should mandate an organisation or person with clear-cut responsibility for children who have been separated from their parents;
- > **Mandate and resources** - the responsible organisation needs to have sufficient financial and human resources to fulfill its mandate;
- > **Bottom-up as well as top-down** - EU legislation has stimulated national reforms, but there is a need to make changes and develop practices based on the experiences of those most closely involved in the protection of children;
- > **The child is central** - while costs and politics frequently dominate asylum debates, the needs of this vulnerable group must be the first priority when developing and/or reforming systems of guardianship.

# European Programme for Integration and Migration

## Case Study: *Immigrant Council of Ireland*

Improving education and integration outcomes by facilitating the involvement of migrant parents in school life



### 01. The context

Research across Europe has highlighted the importance of education for the long-term integration of migrants, and the essential role of parents in this.<sup>1</sup>

Momentum is gathering behind a Europe-wide consensus on improving migrant education. In 2009, European Union (EU) education ministers discussed the education of migrant children, and their conclusions highlighted the need to form “partnerships with local communities, including the families of pupils with a migrant background and migrant associations, thereby contributing to the development of schools as learning communities”<sup>2</sup>

Meanwhile, the fourth Ministerial Conference

on Immigrant Integration, held in Zaragoza under the auspices of the Spanish EU Presidency, highlighted the vital role of education, and specifically stated that “the active involvement of parents in their children’s schooling is of crucial importance, starting with early childhood and basic schooling”<sup>3</sup>

#### EU Common Basic Principle on Integration 5:

“Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society.”

### 02. The grantee

The Immigrant Council of Ireland (ICI) is a leading independent non-governmental organisation (NGO) which promotes the rights of migrants through information, legal representation, advocacy, lobbying, research and training work. It aims to influence the development of a coherent and transparent immigration system, and improve the participation of migrants in Irish society.

The active involvement of parents in their children’s schooling is of crucial importance, starting with early childhood and basic schooling.

### 03. The project: Pathways to Parental Leadership

ICI’s aim in the project supported by EPIM has been to improve both education and integration by getting parents more involved in the school life of their children’s primary and post-primary schools. This project has two goals:

- > To actively promote immigrant education in Ireland;
- > To strengthen the voice of migrants in the community.

Generating sustainable change in schools can be difficult, especially in Ireland where the system itself makes it difficult to introduce even simple changes to the curriculum and bring

non-national, non-Gaelic speaking teachers into the system. Furthermore, the vast majority of primary schools (92%) are run under the patronage of the Roman Catholic Church, which makes the selection and composition of school management boards more complex.

Given this, ICI decided to develop a ‘bottom-up’ approach towards bringing parents into the school management system, so that schools can better reflect the diversity of their pupils and meet their needs more appropriately. ICI conducted research into the interactions between teachers and migrant parents and their impact on pupils, and organised a series of workshops with parents, teachers associations, the relevant education commissions, and other experts and stakeholders. This has resulted in the development of a ‘toolkit’ for improving parental participation in the school system.

### 04. The impact

The process of developing the ‘toolkit’ has established a dialogue between the various school authorities and those working on migrant integration.

1 See for example, Friedrich Heckmann, Education and Migration: strategies for integrating migrant children into European schools and societies, a synthesis of research findings for policy-makers, NESSE network of experts for the European Commission, 2008, <http://www.nesse.fr/nesse/activities/reports>

2 Council of the European Union, Council Conclusions on the education of children with a migrant background, 2978th Education, Youth and Culture Council Meeting, 26 November, 2009, Brussels

3 Council of the European Union, Eur



© EPIM



© EPIM

This has led those involved in the schools system to reassess their roles. The Monaghan Education Centre – a member of the National Network of Education Centres and a core participant in the project meetings – has already announced its intention to adapt the Pathways to Parental Leadership information for its own migrant parents' workshops. The 'toolkit' itself, once finalised, will be used for specific advocacy efforts to reform the schools system and make it better able to respond to increased diversity.

During the project, the ICI has strengthened its relationship with the Irish government. It has briefed both the Department of Integration and the Department of Education and Science on the project and its aims, and participated in a number of broader government initiatives on immigrant education. For example, the Department of Education and Science invited ICI to make a presentation at a consultation meeting to develop an Intercultural Education Strategy, and the ICI participated in the Department's seminar on Adapting to Diversity: Irish Schools and Newcomer Students.

National and local newspapers have followed the project, reporting on the seminar held by ICI in February 2009 and on their role in government initiatives. It is also hoped that the 'toolkit' (and the process of developing it) will attract attention in other EU Member States and stimulate pan-European changes in school management. To this end, a discussion with partners in countries such as Denmark, Portugal and the UK has begun.

## 05. EPIM's role

**EPIM was the sole funder for this project and without its support, neither the research ICI has conducted nor the stakeholder collaboration it has fostered could have taken place. While the ICI had long identified education policy as a key area for reform, it did not previously have the resources to invest in this area.**

Beyond the project's direct outcomes, the EPIM experience has also given the ICI the opportunity to collaborate with other grantees and work with them to

apply for EU funding, raise its own visibility in Europe, and speak in various European forums, including the Diversity, Migration and Integration Interest Group of the European Foundation Centre and the EU's European Integration Forum.

EPIM has also had an impact on the organisation itself, and the way it functions. The ICI now communicates more effectively the impact of each of its projects (not just the EPIM-funded work), and ensures dissemination of project developments through the ICI newsletter. It also now systematically monitors website usage, and has improved dissemination through the use of an online and email newsletter, with hundreds of subscribers from across Europe and website visitors from across the globe.

## 06. Key Messages

**The project identified a number of policy and research gaps at national and European level, highlighting the need to:**

- > Broaden the remit of work on the education of migrant children to include the 'second generation' (the children of migrants). EU Education Council decisions reflect this approach, further broadening the target group to include children from other EU countries.
- > Focus in education policy on reducing early school leaving, improving a school's ability to meet the needs of migrant children, and assisting the transition of migrant children from school to work. The European Commission's Directorate-General for Education and Culture intends to develop its own policies on early school leaving, including a specific section on migrant children.
- > Carry out long-term research in Ireland and across Europe, looking at changes over time, and improve national data on educational outcomes for immigrants. This is an approach that the European Migration Network could take up and which is also being developed by the Organisation for Economic Cooperation and Development.



## EPIM Partner Foundations



FUNDAÇÃO  
CALOUSTE  
GULBENKIAN

*Diana*

Princess of Wales Memorial Fund  
THE WORK CONTINUES



King Baudouin  
Foundation

*Working together for a better society*

*The*  
ATLANTIC  
*Philanthropies*

OAK  
FOUNDATION



Compagnia  
di San Paolo



FONDATION BERNHEIM

THE  
JOSEPH  
ROWNTREE  
CHARITABLE  
TRUST

*Joseph Rowntree*

Robert Bosch **Stiftung**

## European Programme for Integration and Migration

Network of European Foundations, Résidence Palace, Rue de la Loi 155B-1040, Brussels, Belgium  
phone: +32 2 235 24 28 • fax: +32 2 230 22 09 • website: [www.epim.info](http://www.epim.info) • email: [contact@epim.info](mailto:contact@epim.info)