

# National Report Belgium

## ASSESS

Integration of Vulnerable  
Migrant Groups

Centre for Migration and Intercultural  
Studies (CEMIS)

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## Review of Existing Monitoring Mechanisms for the Integration of Migrants in Belgium

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## Project overview

This report is developed in the context of the project *Assessing Integration Measures for Vulnerable Migrant Groups* (ASSESS) which aims to monitor and assesses the effectiveness of integration measures for vulnerable migrant groups in ten EU Member States. The three main target groups of the project include migrant women, children and victims of trafficking. The project pursues four main goals: to develop standardized methods for the monitoring of integration of vulnerable migrants, applicable across the EU; to assess the effectiveness of integration policy/ measures for vulnerable migrant groups (women, children and victims of trafficking); to formulate recommendations for enhancement of the integration of vulnerable migrant groups (women, children and VOTs) across the EU, including identification of good practices; and to raise awareness among national stakeholders across the EU of the need to develop vulnerability-sensitive integration processes that address the particular circumstances of vulnerable migrants related to exclusion, exploitation and trafficking.

The present report is the outcome of a study conducted in the first phase of the ASSESS project which is focused on identifying of the existing monitoring and data collection mechanisms in the area of migrant integration in ten EU Member States. The findings of the ten national reports will serve the development of comparative report on the same topic and will aid the development of tailored methodology and specific indicators for monitoring the integration of vulnerable migrant groups in the EU.

## Executive Summary

This report is a part of the broader international research project “Assessing the Integration of Vulnerable Migrant Groups”. The document reports on the Belgian Case Study.

Due to the federal structure of the country, migration and integration policy in Belgium is shaped by a complex structure of legislative and executive responsibilities shared between different institutional levels. Consistent with the decentralisation the integration policy, monitoring and evaluation of integration are carried out primarily at sub-federal level by the Communities. The majority of studies reviewed concern monitoring the position of a target group on a number of policy domains in society (such as education, poverty, health, labour market) without linking this back to specific policy or interventions. On the other hand, monitoring specific policies/programmes/interventions themselves is a follow-up that the administration itself typically reports about in annual reports or charges from external agencies. Comprehensive evaluations of the process, output, outcome or impact of integration measures based on certain criteria of efficiency or effectiveness are in comparison to the monitoring initiatives not yet systematically embedded in Belgium.

In Belgium, monitoring and evaluation of integration is still new. Therefore it is hard to tell if integration measures and initiatives are informed by evaluations in the past. The key informants were rather sceptical. According to them (general) information and data concerning integration is indeed available. This data is also consulted by the social partners and the policy makers, but there is no immediate impact noticeable on policy. According to them, certain initiatives could be the result of evaluations and monitoring, but the progress made develops very slowly. To conclude, this elaborated presentation of the large number of mechanisms at different levels most likely gives the reader a feeling of losing overview. Indeed, the strong fragmentation of the monitoring of integration in Belgium, which is done in various policy domains and by various actors in a coordination vacuum, constitutes the biggest challenge for optimising Belgian integration monitoring and evaluations.

Some recommendations:

- A tradition of systematic monitoring and evaluating integration has to be established in the Walloon Region similar to the Flemish Community and the federal level with well-defined sets of indicators and target groups.
- More coordination and streamlining of the monitoring and evaluation is needed with the aim to create more comparable sets of indicators and better task-divisions resulting in a more firm and comprehensive monitoring and evaluation of integration at the different levels. This would also make it possible to compare the impact of integration policies across the different communities.
- General information and data concerning integration is available and consulted by the social partners and the policy makers, but there is no immediate impact noticeable on policy.
- More efforts have to be made to develop definitions and sets of indicators to monitor the integration of specific vulnerable groups of migrants, particularly sub-categories of migrant women, victims of human trafficking and irregular migrants.
- Although very good databases to measure the impact of the integration of migrants (even for vulnerable groups) exists, they should be more accessible to a more low-cost price for research centres, government departments and other relevant stakeholders for monitoring.
- Comprehensive evaluations of the process, output, outcome or impact of integration measures based on certain criteria of efficiency or effectiveness are in

comparison to the monitoring initiatives not yet systematically embedded in Belgium. The evaluation framework, which was developed for the Integration and Civic Integration Unit of the Flemish Administration by HIVA within the framework of the Policy Research Centre on Integration<sup>1</sup>, could serve as a good example in this regard.

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<sup>1</sup> González Garibay, M., and P. De Cuyper. An evaluation framework for the Flemish integration policies. Antwerp: Policy Research Centre on Integration, 2013.

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## Table of abbreviations

ABB	Agentschap Binnenlands Bestuur	the Agency for Internal Governance
ADSEI	Algemene Directie Statistiek en Economische Informatie	Directorate General Statistics and Economic Information
CBCI	Kruispuntbank Inburgering	Crossroads Bank for Civic Integration
CBSS	Kruispuntband Sociale Zekerheid	Crossroads Bank for Social Security
CEDEM	Centre d'Etudes de l'Ethnicité et de Migrations	Centre for Ethnic and Migration Studies
CeMIS	Centrum voor Migratie en Interculturele Studies	Centre for Migration and Intercultural Studies
CGKR	Centrum voor Gelijkheid van Kansen en Racisme Bestrijding	Centre for Equal Opportunities and Opposition to Racism
COCOF	Commission Communautaire Française	Walloon Region Commission
CRI	Centre Régional d'Intégration	Sub-Regional Integration Centre
DGASS	Direction Générale Action Sociale et Santé	Department Social Action and Health
DICS		Interdepartmental Direction for Social Cohesion
EMN	Europees Migratienetwerk	European Migration Network
FPS	Federale Overheidsdienst	Federal Public Service
GERME	Groupe de Recherche sur les Relations Ethniques, les migrations et l'Egalité	Research Goupe on Ethnic Relations, Migration and Equality
HIVA	Onderzoeksinstituut voor Arbeid en Samenleving	Research Centre on Labour and Society
LFS		Labour Force Survey
NGO	Niet-Gouvernementele Organisatie	Non Governmental Organisation
NRP		National Reform Programme
NSR		National Social Report
OR.C.A	Organisatie voor Clandestiene Arbeidsmigranten	Organisation for Undocumented Workers
SSR		Social Strategic Report
SVR	Studiedienst van de Vlaamse Regering	Research Department of the Flemish Government
TCN	Derdelander	Third Country National
UAM	Niet-Begeleide Minderjarige Nieuwkomer	Unaccompanied Foreign Minor
VDAB	Vlaamse Dienst voor Arbeidsbemiddeling en Beroepsopleiding	Flemish Service for Labour Mediation and Training

VGC	Vlaamse Gemeenschapscommissie	Flemish Community Commission
VOT	Slachtoffer van Mensenhandel	Victim of Trafficking
VVSG	Vlaamse Vereniging van Steden en Gemeenten	Association of Flemish Cities and Communes

## Introduction

This report is a part of the broader international research project “Assessing the Integration of Vulnerable Migrant Groups” funded by the European Commission, which aims at monitoring and assessing the effectiveness of integration measures for three vulnerable migrant groups – women, children and victims of trafficking. The aim of this exercise is to develop a clear understanding of the measures put in place in the participating member states to monitor and evaluate integration policies and practices (and their results). Hence, the aim of this report is not to evaluate the integration policies themselves, but rather to understand and critically assess the monitoring and evaluation measures currently in place. The overall aims of this phase of the project can be summarised as follows:

1. To identify whether there are existing national monitoring mechanisms in the field of migrant integration and whether these mechanisms focus particular attention on vulnerable migrant groups and in particular women, children and trafficked persons.
2. To identify and analyze these monitoring mechanisms (in particular for the attention they give to vulnerable migrant groups).
3. To assess whether and the extent to which national monitoring mechanisms correspond to existing EU Standards in the area of integration (broadly and specifically in relation to vulnerable migrant groups).

The document reports on the Belgian Case Study and is structured in three main parts.

**Part I** provides a brief general overview of integration in Belgium. Firstly, the main *migration trends* are presented on basis of available data sets (EUROSTAT, Crossroadsbank of Social Security, ADSEI), reports (Unaccompanied Foreign Minors Unit, Immigration Service, Commissariaat-Generaal voor de Vluchtelingen en de Staatlozen) and monitors (Flemish Migration and Integration Monitor, Annual Statistical and Demographic Report in Migration and Migrant Populations in Belgium). Information is provided on trends in the stock of immigrants and foreigners in Belgium, residence permits, asylum seeking and unaccompanied foreign minors. A cross-sectional description is provided on victims of human trafficking and illegal migrants. Where relevant, available information is provided on gender. Secondly, the complex migrant integration context in Belgium is described using Decrees, Policy Documents and published policy analyses. Basically, in Belgium migration policy and related issues as unaccompanied foreign migrant and victims of human trafficking remained a Federal competency, whereas the competency for the integration and civic integration policy became a matter of the Community Governments. Hence, integration of persons of foreign nationality or of foreign origin in Belgium proceeds differently depending on the perceptions of the issues related to both migration and *integration* of the respective Communities of residence. Meanwhile, the federal authorities retains overall responsibility for a number of relevant policy domains and in doing so remains indirectly involved in immigrant integration by these domains such as Employment, Labour and Social Dialogue; Equal Opportunities & Non-discrimination; Security; Social Integration, anti-Poverty Policy, Social Economy and Federal Urban Policy. This complexity translates itself in the proliferation of different programmes and *migrant integration frameworks* and actors involved at the different levels. To begin with, the Flemish integration and civic integration policy, with an indirect inclusive integration policy transversal to all policy departments of the Flemish government yet under the coordination of the Minister of Integration combined with a direct civic integration programme accessible for nearly all foreigners legally residing in Belgium but obligatory for third country nationals, is more coordinated and interventionist compared to Walloon Region. Until recently, Walloon Region Government was not pursuing a specific integration policy targeting immigrants, but rather a general programme towards all socially disadvantaged

groups. Secondly, while the Flemish Government made a first attempt to institutionalise this bottom-up grown integration sector by implementing a more rigid integration framework, the integration sector in the Walloon Region remains less structured and organised. Thirdly, vulnerable migrant groups are subject to both federal and community policies. A institutionalised integration framework for vulnerable female migrants is lacking, yet they are included in the general policy framework of different federal and community departments, and can seek support from general social non-profit organisations which sometimes have programmes specifically targeting vulnerable (migrant) women (such as anti-poverty organisations, OCMW, Nederlandstalige Vrouwenraad, IVCA etc.) The institutional framework for victims of human trafficking is much more developed containing the federal departments of justice and police, State Security, social inspections, local reception centres and the Federal Centre for Migration, and coordinated on a federal level by Inter-Departmental Co-ordination Unit for Action against Trafficking in Human Beings. With regards to foreign minors a distinction has to be made between unaccompanied minors which is a competency of the federal government under the Guardianship Act 2004 and other minor newcomers which are subject to the integration policies of the respective community governments.

**Part II** explores assessing the way in which integration measures undertaken by various stakeholders are monitored and evaluated. After consulting different websites of government departments, research centres involved in migration and integration studies and other involved actors, annual reports of the various stakeholders, published reviews and research reports and stakeholder interviews, it becomes clear that the above described institutional complexity translates itself into a wide proliferation yet little coordinated of *monitoring and evaluation practices* with different actors involved, different sets of indicators and definitions of target groups and integration, and data collection mechanisms used. In general monitoring and evaluation is a well-developed practice systematically conducted with well-defined indicators at federal level and in the Flemish community, whereas the absence of a clear integration policy, a lack of financial means and a undeveloped tradition of systematic monitoring results in the absence of systematic monitoring and evaluation and sets of indicators on integration. However some remarks have to be made. Firstly, the majority of existing monitoring concerns the position of a target group on a number of policy domains in society and report of activities without linking this back to specific policy. Comprehensive evaluations of the process, output, outcome or impact of integration measures based on certain criteria of efficiency or effectiveness are in comparison to the monitoring initiatives not yet systematically embedded in Belgium. Secondly, while monitoring seems more developed in the Flemish Community, it concerns specifically the monitoring and evaluation of the civic integration policy which is a more well-defined policy compared to the inclusive and transversal integration policy. Thirdly, challenge remains to increase coherence in all these undertakings and develop a rigid multi-level, multidimensional system for monitoring and evaluating integration in a comprehensive, structured way on a systematic basis. At this time, the mechanisms in place are too fragmented and overview is lost. Moreover, although the *integration indicators* set out by the European Union such as employment, education, social inclusion active citizenship and welcoming society are comparable to the indicators used in Belgium, especially at federal level and in the Flemish Community, some variations in sets of indicators used by the monitoring actors exists depending on the specific targets and target groups of the policies under review. This bears the risk of data sets and monitoring which are not easily comparable. In this regard, at the level of the Flemish Community, the Inter-federal Commission on Integration of the Flemish Administration is lobbying for using similar sets of indicators and an evaluation framework across the different policy departments of Flemish Community. Fourthly, vulnerable migrant groups such as women, children and victims of human

trafficking, are not explicitly identified in the mainstream monitoring and evaluations of integration and integration policy in Belgium.

Nevertheless, one has to remark that especially at the federal level and the Flemish Community a firm tradition exists under the government departments of *collecting administrative data* on all kinds of matters (labour market participation, socio-economic position, support on social welfare, civic integration, educational attainment, nationality, country of birth). Also in the Walloon Region government departments collect data, however, in a less systematic way. This collection of mainly administrative data resulted in elaborated databases, such as, the Crossroads Roads Bank for Social Security and the Crossroads Bank for Civic Integration (Flanders) and AGoDi (Flanders). By request, the datasets can be linked to other surveys of other stakeholders if the latter includes a social security number or number of inscription in the National Register or Aliens Register. Theoretically, this opens perspectives of monitoring the integration of migrant groups including vulnerable groups of women, naturalised migrants, asylum seekers, regularised migrants and migrant children in a longitudinal way. Three main criteria, however, have to be fulfilled: (1) during the data collection the same definitions of the target groups and same set of indicators have to be used, (2) the respective databases have to include enough cases (respondents and individuals of target groups) to compose the specific sub-groups (for example, there will be too few divorced women of Congolese origin depending on social support to create a separate category in the monitoring), and (3), last but not least, all request have to pass the information protection and privacy commissions. Moreover, some groups of migrants or migrant statuses will not appear in the administrative databases such as victims of human trafficking who are not granted the status as victim, migrant domestic workers or illegal migrants. Finally, programming and coupling of the data is a long-lasting and costly endeavour.

**Part III** present the main conclusions of the review and presents some recommendations:

- A tradition of systematic monitoring and evaluating integration has to be established in the Walloon Region similar to the Flemish Community and the federal level with well-defined sets of indicators and target groups.
- More coordination and streamlining of the monitoring and evaluation is needed with the aim to create more comparable sets of indicators and better task-divisions resulting in a more firm and comprehensive monitoring and evaluation of integration at the different levels. This would also make it possible to compare the impact of integration policies across the different communities.
- General information and data concerning integration is available and consulted by the social partners and the policy makers, but there is no immediate impact noticeable on policy.
- More efforts have to be made to develop definitions and sets of indicators to monitor the integration of specific vulnerable groups of migrants, particularly sub-categories of migrant women, victims of human trafficking and irregular migrants.
- Although very good databases to measure the impact of the integration of migrants (even for vulnerable groups) exists, they should be more accessible to a more low-cost price for research centres, government departments and other relevant stakeholders for monitoring.
- Comprehensive evaluations of the process, output, outcome or impact of integration measures based on certain criteria of efficiency or effectiveness are in comparison to the monitoring initiatives not yet systematically embedded in Belgium. The evaluation framework, which was developed for the Integration and Civic Integration Unit of the Flemish Administration by HIVA within the framework of the Policy Research Centre on Integration, could serve as a good example in this regard.

The review presented in this report was based on a combination of a desk review of the different policy notes, annual reports of governmental departments, decrees and laws and secondary data sources, such as databases, websites of relevant stakeholders, published monitors and review papers. Secondly, semi-structured interviews with relevant authorities and other stakeholders including NGOs and community organisations, academics etc. were conducted. 13 respondents (see Table 1) were selected for an interview, however, two respondents declined the invitation, one respondent proposed to interview a more relevant organisation, two respondents were unreachable and one respondent postponed to interview till after the deadline for submission of the Draft Report Phase I. Information request were send to different government departments and integration actors, however, only one completed information request was. Most other stake holders did not react or answered that they were not involved in migrant integration.

### Interviewed key stakeholders

Jo Noppe	Research Department of the Flemish Government	09.04.2014
Chris Brijs	Crossroads Bank for Social Security	08.04.2014
Benedikt Vulsteke	Federal Immigration Service & European Migration Network	Declined invitation
Leen Verraest	Policy advisor on integration of the Flemish Minister for Administrative Affairs, Local and Provincial Government, <b>Integration</b> and Tourism	02.04.2014
Michel Vallant	Directorate General Social Action and Health (DGASS)	17.04.2014
Diederik Vancoppenolle	Child & Family (Kind & Gezin)	Not reachable
Jozef De Witte	Federal Centre on Migration/Interfederal Centre on Equal Opportunities	Available only after deadline → information request
Fons Ravijs	Expertise Centre Migration-Integration (Kruispunt Migratie-Integratie)	Referred to Minorities Forum
Naima Charkaoui	Minorities Forum (Minderhedenforum)	23.04.2014
Lisa Van Hecke	European Integration Fund	24.04.2014
Jan Knockaert	OR.C.A	Declined invitation
Johan Wets	Expert Migration, HIVA/Policy Centre on Integration, University of Leuven	24.03.2014
Dirk Jacobs	Expert Integration, GERME, University of Brussels	25.04.2014

## Part I - General Overview of Migration and Integration in Belgium

### I.1 Breakdown of foreign population and migration in Belgium

Recent EUROSTAT data<sup>2</sup> on the stock of foreigners (2011) shows that the foreign population (including all individuals holding a foreign nationality) and foreign-born population (including all individuals holding a foreign nationality plus all naturalised individuals) represented respectively 10.6 % (1.16 million) and 14.8 % (1.63 million) of the total population in Belgium<sup>3</sup>, with a majority originating from EU27-countries (respectively 6.8 % and 7 %). The main statistical authority in Belgium, Statistics Belgium, recorded 138,071 entries of non-Belgians in 2011. The migration ratio, however, decreases due to an increasing emigration of non-Belgians out of Belgium.

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Migration ratio	23,296	44,480	45,636	39,530	40,781	53,590	56,299	64,489	73,662	69,004	84,907	72,120
Immigration	62,909	82,228	83,368	78,746	83,960	97,888	101,872	109,926	126,069	126,877	140,375	138,071
Emmigration	39,613	37,748	37,732	39,216	43,179	44,298	45,573	45,437	52,407	57,873	55,468	65,951

Table 1: Evolution in immigration and emigration in Belgium (2000-2011, total numbers) [Source: Vanduynslager et al. (2013)<sup>4</sup>]

Immigration in Belgium is characterised by an overrepresentation of immigrants coming from other EU27 countries. In 2011, the top ten of countries of origin is dominated by neighbouring countries such as France (11 % of the overall number of immigrants) and the Netherlands (7 %). Since the EU-enlargement in 2004 and 2007, the number of nationals from Eastern Europe (mainly Bulgarians, Poles and Romanians) entering Belgium has increased: Bulgaria (3 %), Poland (7 %) and Romania (9 %) in 2011. Next significant number of migrants come from Southern Europe: Spain (4 %), Italy (4 %) and Portugal (3 %). The ranking of non-EU27 countries is dominated by Morocco (7 %) followed by the Democratic Republic of Congo (2 %), India (2 %), Russia (2 %), Turkey (2 %), the United States (2 %), and Cameroon (1 %), China (1 %), Iraq (1 %) and Kosovo (1 %).

This influx reflects itself in a significant stock of foreign nationals in Belgium. In 2012 the number of foreign nationals mounted up to 1,169,094 or 10,6 % of the total Belgian population. In absolute numbers the Flemish Region hosts the most foreigners: 453,399. However, the relative share of foreigners is highest in the Brussels-Capital Region, followed by the Flemish Region and the Walloon Region with respectively 32.6 %, 9.7 % and 7.1 % of their respective populations. Since asylum seekers in process are not yet registered in the National Register, they are not included in the stock of foreigner. The most populous foreign groups in Belgium are foreigners with Italian (14 % of the stock of foreigners), French (13 %), Dutch (12 %), Moroccan (7 %), Polish (5 %), Romanian (4 %) and Turkish (2 %) nationality. Moroccan and Turkish foreigners still dominate the stock of TCN in Belgium. However, if we look at the evolution since 2000 we see a decrease in the total number of Turkish and Moroccan foreigners since many have obtained Belgian nationality and hence hold a Belgian or double nationality.

<sup>2</sup> European Commission. "EUROSTAT" Accessed on 15 May 2014. <http://epp.eurostat.ec.europa.eu/portal/page/portal/eurostat/home/>

<sup>3</sup> Vasileva, K. 2012. "Nearly two-thirds of the foreigners living in EU Member States are citizens of countries outside the EU-27." *EUROSTAT Statistics in Focus*, 31/2012.

<sup>4</sup> Vanduynslager, L. et al., *Vlaamse Migratie en Integratiemonitor 2013*. [Flemish Migration and Integration Monitor] Brussels: Policy Research Centre on Integration and Studiedienst voor Vlaamse Regering, 2013.

	<b>TOTAL</b>	<b>EU15</b>	<b>IT</b>	<b>EU12</b>	<b>PL</b>	<b>RO</b>	<b>Other Europe</b>	<b>RU</b>	<b>Latin America</b>
2009	32,710	4,173	1,700	1,347	640	362	6,858	2,599	1,07
2010	34,635	5,14	2,833	1,239	523	395	7,116	1,647	957
2011	29,742	5,789	3,697	1,033	394	356	5,225	1,032	784
2012	38,564	6,476	3,204	2,043	729	777	6,409	1,439	960
	<b>Asia</b>	<b>IR</b>	<b>TR</b>	<b>sub-Saharan Africa</b>	<b>CD</b>	<b>CM</b>	<b>North Africa</b>	<b>DZ</b>	<b>MA</b>
2009	4,993	304	2,763	13,356	1,548	401	8,156	739	6,919
2010	5,376	450	2,76	14,131	1,603	490	8,707	739	7,38
2011	3,789	377	2,359	12,622	1,158	600	8,064	584	7,035
2012	4,956	519	2,517	16,955	1,936	924	9,305	863	7,879

Table 2: Evolution in naturalisations (2009-2012) across geographic areas and major nationality groups [Source: Centrum voor Gelijkheid van Kansen en Racisme Bestrijding (2013)<sup>5</sup> Note: CD: the Democratic Republic of Congo, CM: Cameroon, DZ: Algeria, IR: Iran, IT: Italy, MA: Morocco, PL: Poland, RO: Romania, RU: Russia, TR: Turkey]

All foreigners of 18 years of age or above can apply for naturalisation after having resided legally in Belgium for 2 year (or having demonstrated to possess an extraordinary value to add to the Belgian society). A recent Royal Decree makes the naturalisation process neutral in relation to migration background, however, more restrictive with the main criteria being proficiency of at least one of the three official languages, proof to be socially and economically integrated (a participation certificate of a civic integration course, diploma of schools, work permit, employment contract of proof to be self-employed)<sup>6</sup>. The overall number of foreigners obtaining the Belgian nationality via naturalisations, adoption, naturalisation of parents, marriage, birth ... increased between 2009 (32,710) and 2012 (38,564), except 2011 shows a decrease in the overall number. About 77 % of the individuals who obtained the Belgian nationality in 2012 originated from non-EU27 countries which is a decrease compared to 81 % in 2009. Next to Turkey and Morocco, the Democratic Republic of Congo, Russia and Cameroon compose the top five of the countries of origin of TCN who obtained the Belgian nationality in 2012. Apart from a decrease in Moroccan nationals from 24 % in 2011 to 20 % in 2012, the spread across countries remains rather stable.<sup>7</sup>

If all nationalities are taken into account, the stock of foreign nationals is slightly male dominated. A closer look shows differences across nationalities however. Of the top ten non-EU27 countries, the Russian (56 %) and Chinese (55 %) population is particularly female dominated whereas 60 % of the Indian and Algerian populations is male. The age structure of the foreign population is younger compared to the total Belgian population: in 2011 19.8 % of foreign population was between 18 and 24, 18.3 % between 25 and 29 and 24.2 % between 30 and 39 years of age as compared to respectively 8.3 %, 6 % and 12.7 % of the total Belgian population.

	Male	Female	Total

<sup>5</sup> Centrum voor Gelijkheid van Kansen en Racisme Bestrijding. Statistisch en Demografisch Verslag 2013. Migraties en migrantenpopulaties in België 2013 [Annual Statistical and Demographic Report in Migration and Migrant Populations in Belgium 2013], p. 178.

<sup>6</sup> Belgium / 2013-01-14/01 (14.01.2013)

<sup>7</sup> Centrum voor Gelijkheid van Kansen en Racisme Bestrijding. Statistisch en Demografisch Verslag 2013. Migraties en migrantenpopulaties in België 2013 [Annual Statistical and Demographic Report in Migration and Migrant Populations in Belgium 2013], p. 178.

AM	3,432	3,664	7,096
CD	9,814	10,770	20,584
CM	4,742	4,833	9,575
CN	4,560	5,489	10,049
DZ	6,144	4,155	10,299
IN	5,094	3,344	8,438
MA	42,999	43,055	86,054
RU	6,455	8,263	14,718
TR	20,081	19,349	39,430
US	5,640	5,879	11,519

Table 3: Gender- ratio of the of 10 most common TCN in Belgium, 2012 [Source: Vanduynslager et al. (2013)<sup>8</sup> Note: AM: Armenia, CD: the Democratic Republic of Congo, CM: Cameroon, CN: China, DZ: Algeria, IN: India, MA: Morocco, RU: Russia, TR: Turkey, US: United States]

	Family	Education	Labour	Other	Total
AF	290	0	12	1940	2242
CD	862	163	42	1270	2337
GN	611	25	53	1649	2338
IN	748	112	738	241	1839
IQ	456	2	20	1331	1809
MA	5757	266	360	1778	8161
RS-KM	519	5	38	1189	1751
RU	763	115	184	1204	2266
TR	1929	219	235	603	2986
US	772	264	487	858	2381

Table 4: Permits issued for entering Belgium by major groups of applicants, 2011 [Source: Michielsen et al. (2013)<sup>9</sup> Note: AF: Afghanistan CD: the Democratic Republic of Congo, GN: Ghana, MA: Morocco, IN: India, IQ: Iraq, RU: Russia, TR: Turkey; US: United States of America, RS-KM: Kosovo]

The total of first residence permits increased from 46,201 in 2008 over 67,653 in 2010 to 60,085 in 2011 which reflects the slight decrease in immigration in 2011. Family reunification remains the main reason to obtain a residence permit (42 %) especially for Morocco and Turkey. A decreasing number of permits is issued for labour activities (15 % in 2008 to 7 % in 2011) and study reasons (15 % in 2008 to 8 % in 2011), mainly to – respectively – nationals from India, the United States, China and Japan<sup>10</sup> and Turkey, United States, China and Cameroon<sup>11</sup>. The latter corresponds with the number of work permits for highly-skilled labour immigrants issued to nationals of these countries. Permits to nationals from Armenia, the Democratic Republic of Congo, Russia, Kosovo and Afghanistan are mainly issued for humanitarian reasons under the framework of asylum.

<sup>8</sup> Vanduynslager, L. et al. Vlaamse Migratie en Integratiemonitor 2013. [Flemish Migration and Integration Monitor] Brussels: Policy Research Centre on Integration and Studiedienst voor Vlaamse Regering, 2013.

<sup>9</sup> Michielsen, J. et al. Promoting Integration for Migrant Domestic Workers in Europe. The Case of Belgium. International Migration Papers No. 116. Geneva: International Labour Organisation, 2013.

<sup>10</sup> Japan is not included in the figure 3 because Japanese nationals are not a major group of applicants of permits

<sup>11</sup> Cameroon is not included in the figure 3 because Cameroonian nationals are not a major group of applicants of permits

In 2013, 15,840 applications for asylum were submitted including 423 applications of unaccompanied foreign minors (UAM). This is a decrease in number compared to the peak in applications in 2012 and 2011 with respective 21,463 applications including 981 UAM and 25,479 applications including 1,385 minors; as well as 2009 (17,186/711) and 2010 (19,941/896). This is reflected in a decrease of numbers of applications from the top 5 countries of origin in 2011: Afghanistan (from 2,758 to 1,327 in 2013), Guinea (from 2,134 to 1,247 in 2013), Iraq (from 1,948 to 787 in 2013), Russia (1,618 to 1,166 in 2013) and Kosovo (from 1,458 to 754 in 2013). However, 2013 demonstrates a significant increase in applications from the Democratic Republic of Congo and Syria compared to 2011 from respectively 1,007 to 1,225 and 555 to 877<sup>12</sup>. After a peak in 2000 when asylum seeking counted for more than 40 % of the legal immigration and a reverberation in 2011 with about 16 % of legal immigration occurred via asylum seeking, since 2012 asylum seeking seems to dry up as a migration route to Belgium<sup>13</sup>. In 2012 only 3,038 applications were granted refugee status. Another 4,412 individuals were regularised on the basis of humanitarian or medical reasons. The latter reflects a stricter regularisation policy as well as the serious delays in regularisation where procedures can last for more than 2 years.

All public agencies in Belgium are obliged to report discovered or self-reported UAM to the Office of Custody of the Federal Public Service (FPS) Justice. Between 2008 and 2011 there is an increase of reported UAM from 2,787 to 4,410, with respectively 1,887 and 3,258 newcomers being reported. In 2012 the number declined to 3,909 with 2,811 newcomers. The majority are boys (80.2 %), between 15 and 17 year of age (81.6 %) and of Afghan origin (29 %). Since 2008 the number UAM from Afghanistan, Algeria, Guinea, Morocco and the Democratic Republic of Congo increased while the number of originating from India, Iraq and Palestine decreased substantially.

Collated and standardised data on victims of human trafficking (VOT). However, the data of the different sources are, however, consistent about the types of human trafficking with human trafficking with sexual and economic exploitation (in field of sectors of construction, domestic work, retail, trafficking of cars, transportation and catering) purposes being dominant types and the main countries of origin of victims being Romania (females), Nigeria (females), Morocco (males), China (males) and Bulgaria (females and males). Data from the Immigration Service demonstrate that the 85 % of the VOT who are granted a temporary residence permit in 2012 on basis of their status as victim are female. The data from the specialised centre, however, show a more equal spread across gender of migrants who approach the centres because they feel to be VOT with 52 % females (mainly for sexual exploitation) and 48 % males (mainly for economic exploitation). Both sources demonstrate respectively 11 and 8 minors being VOT in 2012, mainly for sexual exploitation purposes<sup>14</sup>.

Data source	Sexual exploitation	Economic exploitation	Child Porn	Forced begging	Forced crime	Trafficking organs	Other	N
Police	466	321	51	44	13	1		896
FPS Social		67						67

<sup>12</sup> Belgium, Commissariaat-Generaal voor de Vluchtelingen en de Staatlozen (2014). Asielstatistieken Maanverslag Maart 2014 [Statistics on Asylum Seeking Monthly Report March 2014], p. 16.

<sup>13</sup> Centrum voor Gelijkheid van Kansen en Racisme Bestrijding. Statistisch en Demografisch Verslag 2013. Migraties en migrantenpopulaties in België 2013 [Annual Statistical and Demographic Report in Migration and Migrant Populations in Belgium 2013], p. 178.

<sup>14</sup> Centrum voor Gelijkheid van Kansen en Racisme Bestrijding (2013). Mensenhandel. Mensensmokkel. Bouwen aan vertrouwen. Jaarverslag 2012, [Annual Report 2012. Human Trafficking. Human Smuggling], p. 126.

Security/FPS Employment, Labour & Social Dialogue								
Prosecution Counsels	190	164		7	18	2		381
FPS Home Affairs	52	65		5			5	122
Specialised centres	58	75		6	4			143
Juridical penalisation								48

Table 5: Victims of human trafficking reported by different sources [Source: Centrum voor Gelijkheid van Kansen en Racisme Bestrijding (2013)<sup>15</sup>]

Migrants who have entered Belgium without valid documents or overstayed the duration of their residence permit are considered irregular migrants. Van Meeteren et al.<sup>16</sup> estimated there are about 100,000 undocumented migrants in Belgium, about 1 % of the total population. Data of the Immigration Service on TCN found to be in an irregular residence status during a police or administrative control indicated an increase of undocumented migrants in Belgium from 18,223 in 2009 to 20,746 in 2012. The majority is receives an order to leave the country voluntary without detention or follow-up. This is an increasing trend since 2009 with 76.9 % receiving such order to 82.7 % in 2012. Since 2009, the procedure of direct repatriation is not in use any more. Migrants who do not receive an order to leave the country are detained until the investigation for repatriation is closed. After decline in 2007-2009 to 65.4 % 2010-2012 demonstrates an increase in the share of irregular detained migrants which are repatriated from 68.1 % to 78.3 %. Since 2009 a growing number of irregular migrants is searching support of the voluntary return programmes from 2,600 in 2009 to 5,656 in 2012. In 2011 the number of irregular migrants who returned voluntary (3,870) outnumbered to number of repatriated irregular migrants (3,708). The main areas of origin or the ‘discovered’ irregular migrants in 2012 are North-Africa (50.4 %; Morocco and Algeria) and Asia (18.5 %; Palestine, Iraq, and India). The share of Asian irregular migrants demonstrates, however, a declining trend. Irregular migrants from sub-Saharan Africa (7.1 %) originate mainly from the Democratic Republic of Congo, Senegal and Guinea. Since the enlargement of the EU in 2004 and 2009 the share of irregular migrant from the Eastern European Members states is declining as well.<sup>17</sup>

## I.2 Migration and integration policy in Belgium

Due to the federal structure of the country, migration and integration policy in Belgium is shaped by a complex structure of legislative and executive responsibilities shared between different institutional levels. The *Federal Law of 15.12.1980 on the Access of Foreigners to the Territory, Their Residence, Establishment, and Removal*<sup>18</sup> is the main law regulating **migration** in Belgium with regulations on entry, right to stay, settlement and removal of foreigners including asylum seekers, UAM and VOT. Migrants who want to enter and reside in Belgium are required to possess the necessary documents and authorisations. For EU citizens, presenting an identity card or passport is sufficient. Third-country nationals need to present a travel document and, possibly, a visa. The conditions of the work permits are

<sup>15</sup> Centrum voor Gelijkheid van Kansen en Racisme Bestrijding (2013). Mensenhandel. Mensensmokkel. Bouwen aan vertrouwen. Jaarverslag 2012, [Annual Report 2012. Human Trafficking. Human Smuggling], p. 126.

<sup>16</sup> Van Meeteren, M., M. van San and G. Engbersen. Irreguliere immigranten in België. Inbedding, uitsluiting en criminaliteit. [Irregular migrants in Belgium. Inclusion, Exclusion and Criminality] Rotterdam: RISBO, 2007.

<sup>17</sup> Belgium / Federaal Ministerie Binnenlandse Zaken. Activiteitenverslag 2011 [Activity Report 2011], p. 43.

<sup>18</sup> Belgium / 1980-12-15/30 (15.12.1980)

defined by the *Federal Law of 30.04.1999 on the Employment of Foreign Workers*<sup>19</sup>. The implementation of this Law is a competence of the Regional Governments. In the 1980s, **integration** of foreigners became the competence of the Belgian Communities, the sub-federal level of government. Since 1989, the Flemish and the Walloon Region have been competent, for their respective territories and jointly for Brussels-Capital, to regulate the integration of all foreigners. Hence, integration of persons of foreign nationality or of foreign origin in Belgium proceeds differently depending on the person's region of residence. Each region place its own emphasis, in accordance with its own perception of the issues related to both migration and integration. Meanwhile, the federal authorities retains overall responsibility for a number of relevant policy domains and in doing so remains indirectly involved in immigrant integration by these domains such as Employment, Labour and Social Dialogue; Equal Opportunities & Non-discrimination; Security; Social Integration, anti-Poverty Policy, Social Economy and Federal Urban Policy.

The overall objective of the *Flemish Integration and Civic Integration Policy* as set out in the *Flemish Decree on Integration and Civic Integration*<sup>20</sup> aims towards the active participation of all citizens (irrespective of their origin) in society, while developing social cohesion. Therefore, the Flemish integration policy targets the whole of society. Traditionally, the Flemish integration policy is implemented by the following two policy streams. An indirect transversal integration policy based on emancipation, social cohesion and access to services is coordinated by the Minister of Integration but executed through the policy domains of other ministries. The definition in the 2013 Decree echoes the *Common Basic Principles for Immigrant Integration Policy* in the EU which focusses on integration as a dynamic, two-way process of mutual accommodation by all immigrants and residents of member states. There is no legal framework that defines what successful integration is. For the Flemish Government integration is successful if the various integration indicators show no differences based on origin. Following the past and recent integration and civic integration decrees (*Civic Integration Decree 2003*<sup>21</sup>, *Integration Decree 2009*<sup>22</sup>, *Integration and Civic Integration Decree 2013*), integration is believed to be an inclusive and transversal policy; however, it is clear that knowledge of the Dutch language is important and is seen as a first step towards a successful integration process. Traditionally, the Flemish integration policy is implemented by the following two policy streams. An indirect transversal integration policy based on emancipation, social cohesion and access to services is coordinated by the Minister of Integration but executed through the policy of other ministries. Integration is presented as a mutual responsibility of natives and newcomers in the society with the rights for integration and respect and tolerance for cultural difference (*cf. multicultural project*), however, the obligations are not equally distributed since the newcomers (and some groups of oldcomers) are expected and have the individual responsibility to in a first step learn the Dutch language and interiorise the basis Flemish values and norms and in a second step become a socio-economic active citizen (*cf. neoliberal communitarianism*<sup>23</sup>). For the latter purpose, the Flemish government installed a civic integration programme by *Civic Integration Decree of 23.02.2003*. This is free for nearly all foreigners, yet obligatory for mainly all TCN (*cf. interventionist*). The civic integration programme including a number of facilities to facilitate the integration: language training (Dutch), initiation in the Flemish socio-cultural norms and values, and orientation courses concerning future professional activities and individual

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<sup>19</sup> Belgium / 1999-04-30/45 (30.04.1999)

<sup>20</sup> Vlaanderen / DVR 2013-06-07/41 (07.06.2013)

<sup>21</sup> Vlaanderen / DVR 2003-02-28/48 (28.02.2003)

<sup>22</sup> Vlaanderen / DVR 2009-04-30/96 (30.04.2009)

<sup>23</sup> Houdt, J.F., and W. Schinkel, "A genealogy of Neoliberal Communitarianism." *Theoretical Criminology*, 17 (2013): 493-515.

counselling (primary programme). Besides the primary programme, people can also take part in a secondary programme: vocational training or training in how to start a business.

The immigrant integration policy of the **Walloon Region** is codified in the *Integration Decree 1996*, which was modified in 2009<sup>24</sup>. A new Integration Decree has just been accepted by the Walloon Parliament on 27.03.2014<sup>25</sup>. The decree underlines the importance of defining the specific needs and developing the required strategies for foreigners and all people of foreign origin. The overall aim of this integration policy is to achieve social cohesion, with particular attention for underdeveloped neighbourhoods and precarious living conditions. The Walloon Government, however, was not pursuing a specific integration policy targeting immigrants, but rather a general programme towards all socially disadvantaged groups. Integration in Wallonia is the competence of the Walloon Commission on Integration of foreigners and persons of foreign origin, belonging to the Department Social Action and Health (DGASS). The laissez-faire assimilationist integration policy was institutionalised by the *Plan for Social Cohesion 2004*. Cultural homogenisation is expected to enhance social integration whereas government cultural interventionism is thought to reify differences. Recently, however, there seems to be an evolution from a purely laissez-faire assimilationist policy frame to a very slightly interventionist assimilationist policy frame. In 2012, it was decided to organise integration trajectories for new migrants comparable to the Flemish Civic Integration policy with two exceptions: (1) the societal orientation courses are focused on the provision of very practical information without the training in Belgian or Walloon socio-cultural values and norms; and (2) the courses are not obligatory. The implementation of these integration trajectories was defined by the *2014 Decree on Integration*<sup>26</sup>.

In the **Brussels-Capital Region**, the competence of integration is shared between the Flemish Community Commission (VGC) and the Walloon Region Commission (COCOF). VGC applies the Flemish integration policy and implements the Flemish integration policy. However, in Brussels nobody is obliged to follow a civic integration programme. COCOF, up until the end of the time frame under review, did not have a substantive integration policy.

### I.3 Migrant integration framework

The main integration actors in Belgium are national and, since the policy competence on integration decentralised to the communities, regional **policy makers** and **governmental departments and administrations**. In both Communities the initial provision of integration, socio-cultural support, language classes and socio-economic guidance emerged at civil society level by non-profit, non-governmental and community organisations. While the Flemish Government institutionalise this bottom-up grown integration sector by implementing a more rigid integration framework through the *Civic Integration Decree 2003*<sup>27</sup>, the integration sector in the Walloon Region remains less structured and organised. In Belgium migrant workers do not seem to be specific attention of the **trade unions**. Migrant workers are included in the general actions and legal and financial services of the central bureaus of the trade unions.

In the **Flemish Community** several entities are considered to be integration actors. As noted, integration is an inclusive policy meaning that all Ministers of the Flemish Government under the coordination of the Minister on Integration and the Integration Unit of the Agency for Internal Governance (ABB) of the Flemish Administration, the different Flemish Ministries take initiatives within their own policy field to contribute to the realisation of the objectives

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<sup>24</sup> Franse Gemeenschap / 2009-04-30/19 (30/04/2009)

<sup>25</sup> Franse Gemeenschap / 2014-03-27/33 (27.03.2014)

<sup>26</sup> Franse Gemeenschap / 2014-03-27/33 (27.03.2014)

<sup>27</sup> Vlaanderen / DVR 2003-02-28/48 (28.02.2003)

set out by the *Integration and Civic Integration Policy (2009-2014)*. In order to coordinate this, a Commission on Integration has been established as well on the policy making level of the parliament as the inter-departmental level of the administration. The civic integration policy falls under the direct responsibility and coordination of the Ministry of Integration and the Civic Integration Unit of ABB. The current civic integration policy is mainly implemented by government-funded integration centres. The semi-governmental Centre of Expertise for Migration-Integration also supports reception policy by furthering the link between reception and general integration policy.. The coordination of local integration policy in Flanders is in the hands of local government. Their main goal is to improve accessibility of municipal services for people with a migration background. The Association of Flemish Cities and Communes (VVSG) is expected to work through local government to build up the support base for integration policy<sup>28</sup>. The Flemish government considers target group's involvement in the policy important. To this end, the Forum of Ethno-Cultural Minorities acts as spokesperson and advocate of ethnic minorities in Flanders and Brussels. It develops and defends positions on areas such as education, employment, media and discrimination.

Integration in the *Walloon Region* is the competence of the Walloon Commission on Integration of foreigners and persons of foreign origin, belonging to DGASS. The policy's core emphasis rests on the financing of sub-regional integration centres (CRI). Unlike the Flemish Community, however, the Walloon Region does not clearly define the policy frame wherein these integration centres will function. Additionally, the Walloon Region does not describe its mandates nor does it establish a co-ordination structure that contributes to the harmonisation of local integration centre policies. The integration practices exist on a voluntary and non-organised basis, including activities to discover culture and institutions, social, legal, administrative and individual aid, supplemented by learning and language activities supported by the Wallonia-Brussels Federation. This results in a decentralisation of the Walloon integration policy in which the underlying policy frame is determined at the local, rather than the Community level. Moreover, the budget devoted to this policy in Wallonia is very low relative to that in Flanders.

A institutionalised integration framework for *vulnerable female migrants* is lacking, yet they are included in the general policy framework of different federal and community departments (Employment, Labour and Social Dialogue; Equal Opportunities & Non-discrimination; Security; Social Integration; anti-Poverty Policy, etc.). Also specific policies for the very vulnerable group of migrant domestic workers is lacking. However, vulnerable migrant women can seek support from general social non-profit organisations and in both communities non-profit organisations exists with programmes specifically targeting vulnerable (migrant) women, such as anti-poverty organisations, OCMW, Nederlandstalige Vrouwenraad, IVCA etc. With regard to *irregular migrants*, the Organisation for Undocumented Workers (OR.C.A.) aims to defend the rights of undocumented workers. Its mission is twofold: on the one hand giving information on the labour rights of undocumented workers and on the other hand raising awareness about policies concerning undocumented workers. Other non-profit organisations, for example, anti-poverty, migrant rights, women's rights, and community organisations, do not specifically target irregular migrants, but provide services to them through their general programmes. The attitude of the trade unions towards irregular migrants is ambiguous.

The institutional framework for **victims of human trafficking** is much more developed. A number of important legal measures have been taken to prevent and combat trafficking in human beings since the 1990s with a view to guaranteeing a number of rights for VOT. The

criminalisation of trafficking in human beings, as defined in the *Council of Europe Convention on Action against Trafficking in Human Beings of 16.03.2005*<sup>29</sup>. The *Law on Foreigners of 15.12.1980* provides for a regime of specific permission to stay for foreign victims of trafficking who agree to co-operate with judicial bodies, that is, lodging a complaint or making a statement concerning the persons or networks alleged to have been guilty of the offence of human trafficking. During the procedure, assistance from a specialised centre is mandatory and the victim may be granted permission to work if they succeed in obtaining a work permit C<sup>30</sup>. If the case is closed without further action taken, the trafficking victim will not be able to obtain this residence permit. If they wish to stay in Belgium, they will have to apply for another permit, such as a permit on humanitarian grounds.<sup>31</sup> The Inter-Departmental Co-ordination Unit for Action against Trafficking in Human Beings, which brings together all the relevant ministries and public bodies, supervises the implementation of the Action Plans against trafficking in human beings (2008-2011; 2012-2014). In addition, anti-trafficking structures have been created, notably within the Criminal Policy Department of the FPS Justice the Federal Police, the State Security, the Social Inspection Department of the FPS Social Security, the Directorate-general Monitoring of Social Legislation department of the FPS Employment, Labour and Social Dialogue, and the FPS Foreign Affairs.. Over the years, the Federal Centre for Migration (former CGKR) has played a vital role in action against trafficking in human beings, assessing and stimulating the efforts deployed. In accordance with the *Royal Decree of 16.05.2004*, the centre is tasked with promoting, coordinating and following up anti-trafficking and anti-smuggling policy. The centre is also responsible for facilitating co-ordination and ensuring collaboration between the three reception centres – Payoke, Pag-Asa and Sürya. Recently, these centres are officially recognised by the *Royal Decree of 18.04.2013*, however, a transparent mechanisms to finance the reception centres remains absent until today<sup>32</sup>. Among the other NGOs active in action against trafficking, special mention should be made of the Plateforme-Mineurs en Exil, Child Focus, ECPAT-Belgium, and the non-profit accommodation centres for UAM who are victims of trafficking in Belgium: Esperanto, Minor-Ndako and Juna.<sup>33</sup>

With regards to **foreign minors** a distinction has to be made between UAM which is a competency of the federal government and other minor newcomers which are subject to the integration policies of the respective community governments. The Belgian law on legal guardianship for UAM has existed since the *Guardianship Act 2004*<sup>34</sup> which obliges all authorities that come to know about the presence of UAM on Belgian territory or arriving at the border to inform the Guardianship Service of the Belgian Ministry of Justice and brings all legal guardians under the coordination of the Guardianship Service. Once identified, a guardian will be assigned to every UAM who within the limit of available legal options (family reunification; return; or unlimited residence or settlement) have to ensure that the authorities find a durable solution for the UAM in the best interest of the child. If not meeting

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<sup>29</sup> GRETA (2013), Report concerning the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by Belgium. First evaluation round, p.73.

<sup>30</sup> Migrants whose intention was not labour migration (students, family members of diplomatic staff or migrants in specific regularisation processes such as asylum seekers, medical reasons, victims of human trafficking, family reunification or subsidiary protection) can apply for a work permit C (Decree of 2 April 2003). The permit is valid for one year (extendable in certain circumstances) for all salaried professions and all employers.

<sup>31</sup> Centrum voor Gelijkheid van Kansen en Racisme Bestrijding, Mensenhandel. Mensensmokkel. Bouwen aan vertrouwen. Jaarverslag 2012, [Annual Report 2012. Human Trafficking. Human Smuggling], p. 126.

<sup>32</sup> Centrum voor Gelijkheid van Kansen en Racisme Bestrijding. Mensenhandel. Mensensmokkel. Bouwen aan vertrouwen. Jaarverslag 2012, [Annual Report 2012. Human Trafficking. Human Smuggling], p. 126..

<sup>33</sup> GRETA (2013), Report concerning the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by Belgium. First evaluation round, p.73.

<sup>34</sup> Belgium / 2004-04-23/32 (23.04.2004)

the conditions, the UAM can become illegal, however, the UAM will be able to stay in the reception facility until the age of 18 is reached. The guardianship will officially at the age of 18. A distinction is made between UAM applying for and those not applying for asylum. The first will be placed in a reception centre for asylum seekers and remains under, which is a federal competency. UAM who do not seek asylum fall under the authority of the Flemish or Walloon Region<sup>35</sup>. All minor newcomers are subject to the integration policies of the respective Communities. School will play an important factor in the integration process of all sorts of newcomers. The various Communities have developed a system of “reception classes” under their respective Departments of Education (OKAN classes for non-Dutch speaking newcomers in the Flemish Community and bridging classes in the Walloon Region), with the main aim of teaching them the language as well as the socio-cultural system in Belgium. The integration policy being an inclusive policy, the enhancing the social participation of minor newcomers in cultural activities, sports and youth associations is the responsibility of the involved departments at community level and local government. However, no systematic policy programme at community level exists focusing on enhancing the social participation of foreign minors.

#### I.4 Vulnerability with National Migration and Integration

The consulted policy documents do not refer to common vulnerability or vulnerable groups. The Equal Opportunity Policies of both Federal and Flemish Government for example mention households of foreign origin vulnerable groups as well as people with labour market disabilities. The Integration and Civic Integration Policy of the Flemish Government refers to non-EU27 migrants as a more vulnerable to poverty and difficulties in labour market integration as compared to EU27 migrants and native Belgians.

On the other hand the Flemish Government within the practice of its integration and civic integration policy defines some specific group within the target group of the integration and civic integration policy (all foreigners and natives) that require priority. The Civic Integration Decree 2003 sees Non-EU27 parents with school-going children and non-EU27 migrants that are beneficiaries of social welfare and assistance as priority groups for the civic integration programme. Next, within the integration policy a special focus exists on the Rom and Roma populations.

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<sup>35</sup> European Migration Network – Belgian Contact Point. (2013). Unaccompanied Minors in Belgium. Reception, Return and Integration Arrangements, p. 92.

## Part II - Monitoring and Evaluation of Integration in Belgium

### II.1 General information on Monitoring and Evaluation in Belgium

Consistent with the attribution of the integration policy competence to the community policy level and the existence of different community integration policies in federal Belgium, monitoring and evaluation of integration as such and of integration measures are being developed and carried out primarily at sub-federal level by the Communities. Significant divergence exists between the communities regarding the extent to which monitoring and evaluation mechanisms are in place. The federal authorities are also indirectly involved in immigrant integration by a number of relevant policy domains. Therefore, in general monitoring instruments at the federal level a specific focus on citizens of foreign origin is incorporated. The major part of this chapter is devoted to the presentation of a very extensive but not exhaustive list of the most important existing monitoring and evaluation initiatives in Belgium. The various evaluations and monitoring practices and wide range of actors involved makes the process broad-based, however not really combined and streamlined, resulting in an incoherent mix of mechanisms.

The majority of studies reviewed concern monitoring the **level of integration** in Belgium or a community. This involves monitoring the position of a target group on a number of policy domains in society (such as education, poverty, health, labour market) and can be thought of as measuring the ‘state of affairs’ on the ground, without linking this back to specific policy or interventions. On the other hand, monitoring **specific policies/programmes/interventions** themselves (reporting on the activities, description of actors involved, coverage of the target group, etc.) is a follow-up that the administration itself typically reports about in annual reports or charges from external agencies. **Monitoring** explicitly on the **socio-economic context of the society in which integration of newcomers should occur** was also conducted by the Flemish Expertise Centre Migration-Integration, Integration Unit of ABB of the Flemish Government and the Regional Integration Centres both in Flanders and Wallonia. With the exception of the Public Governance Department of the Flemish Government, which monitors the diversity and equal representation of gender in the staff of the Flemish Government and the policy advisory boards, current monitoring mechanisms do not consider the policy making process itself in terms of how inclusive these processes are, the involvement of different categories of migrants, and more generally the mainstreaming of integration and migration concerns in broader policy areas. Comprehensive **evaluations** of the process, output, outcome or impact of integration measures based on certain criteria of efficiency or effectiveness are in comparison to the monitoring initiatives not yet systematically embedded in Belgium. Such evaluations have only been introduced from 2007 at the Flemish level and only for civic integration thus far (in evaluation reports in 2007, 2010, 2013). One should bear in mind that impact is very difficult to measure. It almost has not happened yet, although the 2010 Flemish evaluation made a first step attempting to measure ‘impact’ of the civic integration policy as well. Progress has however been made in the last year, on the one hand with the adoption of a new Flemish Decree 2013<sup>36</sup> that imposes policy evaluation in integration policy in general, and on the other hand with the development of an Evaluation Framework for the Flemish Integration Policies, by the Policy Research Centre on Integration<sup>37</sup>.

Discrimination being a matter of federal competence and integration one at community level results in **non-discrimination** not being taken into account as an explicit factor in the

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<sup>36</sup> Vlaanderen / DVR 2013-06-07/41 (07.06.2013)

<sup>37</sup> See the comprehensive review of González Garibay, M., and P. De Cuyper. Review of evaluation of integration policies across the OECD. Antwerp: Policy Research Centre on Integration, 2013.

evaluation of integration policies or measures. On the other hand the monitors on diversity and non-discrimination, with the newly established **Interfederal Centre for Equal Opportunities** and the **Federal Centre of Migration** (former Centre for Equal Opportunities and Opposition to Racism) being the main actors, cover aspects of integration of immigrants as well in general studies on discrimination and immigration. Monitors such as these do however completely refrain from assessing integration policy of integration measures.

### *II.1.1 Federal level*

At the Federal level, the **Interfederal Centre for Equal Opportunities** and the **Federal Centre of Migration**, the Ministry of Employment, Labour and Social Dialogue, FPS Employment, Labour and Social Dialogue and the Ministry of Social Integration, anti-Poverty Policy, Social Economy and Federal Urban Policy (POD MI), and the UAM Unit of the Federal Department of Justice conduct monitoring regarding their policy domain on a continuous basis, including collecting information on TCN. They publish rather general monitors with no specific focus on integration. However, this information could feed into the integration policy or supporting evaluations of such policies of the Flemish and Walloon Region<sup>38</sup>.

#### *a) Monitoring and evaluation by the Federal administration*

At the level of the Belgian Federal Government, the FPS Employment, Labour and Social Dialogue undertakes monitoring exercises of the state of integration of foreigners or citizens of foreign origin in the labour market. In collaboration with the former CGKR the FPS Employment, Labour and Social Dialogue recently developed the first Socio-economic Monitor of 2013, which provides a labour market monitor based on origin. This monitoring is based on objective and aggregated data drawn from existing databases such as the Crossroads Bank Social Security (CBSS)<sup>39</sup>. The POD MI publishes quarterly statistics on the beneficiaries of social welfare and assistance in Belgium including aggregated information on nationality (Belgian, EU27, non-EU27). The UAM Unit of the FPS Justice publishes yearly statistical information about the number and nationalities of UAM which are received in Belgium and placed under guardianship.

#### *b) Independent Federal public agencies and private organisations*

The Interfederal Centre for Equal Opportunities and the Federal Centre of Migration (former CGKR) are important actors undertaking integration monitoring exercises from the perspective of non-discrimination equal opportunities, levels of participation in different societal domains, human rights abuses and human trafficking. The federal policy on equal opportunities adopts a specific focus on newly arrived migrants or citizens with migration background (including both first and multi-generation migrants), among other target groups. The Federal Centre of Migration publishes annual monitoring reports on migration stocks and flows and human trafficking in Belgium. With regard to immigrant integration aspects, the Centre's monitoring of discrimination is of importance, in which individuals with migration background and newcomers receive attention. These monitors should however not strictly be regarded as integration monitoring as such, since no link with integration policies or measures is established.

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<sup>38</sup> Boone, D.(2012) "Monitoring Integration in Belgium." In *Measuring and monitoring immigrant integration in Europe. Integration policies and monitoring efforts in 17 European countries*, edited byds. R. Bijl, and A. Verweij, 69-80. The Hague: The Netherlands Institute for Social Research..

<sup>39</sup> See Part III.3. Data collection mechanisms for monitoring migrant integration

Zooming in on this discrimination monitoring, a number of reports are worth mentioning. The former CGKR publishes Annual Reports on ‘Discrimination and Diversity’<sup>40</sup>. It conducted a Tolerance Survey (2009)<sup>41</sup>, which measured attitudes of native Belgians towards ethno-cultural diversity, as well as behaviour and opinions about ethnic minorities, and a Survey on experiences of ethnic minorities (2009) in collaboration with the University of Brussels and the Independent Research Bureau Europe<sup>42</sup>. To develop these series of barometers and surveys the Interfederal Centre for Equal Opportunities collaborates with a wide range of governmental departments<sup>43</sup>, non-profit institutes and universities. In a similar manner, the Interfederal Centre for Equal Opportunities (former CGKR) commissions ad-hoc research from universities and independent research centres. With its series of Diversity Barometers, the Interfederal Centre for Equal Opportunities has monitored (or will monitor) the integration in three different domains: Labour (2012)<sup>44</sup>, Housing (2014) and Education (2016), with a reiteration of the cycle every six years as stated in the returned information request and on its website <http://www.diversiteit.be/node/629>. Integration is measured on the basis of behaviour (perceived, experienced and real events of discrimination), attitudes towards foreigners, levels of tolerance, and levels of real participation in the Belgian society.

Regarding the monitoring of human trafficking, the *Royal Decree May 2004*<sup>45</sup> institutionalised CIATTEH, a centre for information and analysis in the field of smuggling of and trafficking in human beings. The purpose was to define a computerised information network compiled from anonymous data sourced from the different involved institutions – federal police, the Social Inspection Offices of the FPS Social Security and FPS Employment, Labour and Social Dialogue, the prosecution counsels, DVZ and specialised reception centres (Payoke, Pag-Asa and Sürya) with the task of ensuring optimum flows of information between the different actors involved in fight action against trafficking. Till today CIATTEH is however not operational, notably due to a lack of human and financial resources and the difficulties in cross-referring information because of the obligation to work with anonymous

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<sup>40</sup> Centrum voor Gelijkheid van Kansen en Racisme Bestrijding. Jaarverslag ‘Discriminatie/Diversiteit’ 2013 [Annual Report ‘Discrimination/Diversity 2013], p. 182.

Centrum voor Gelijkheid van Kansen en Racisme Bestrijding. Jaarverslag ‘Discriminatie/Diversiteit’ 2012 [Annual Report ‘Discrimination/Diversity 2012], p. 186.

Centrum voor Gelijkheid van Kansen en Racisme Bestrijding. Jaarverslag ‘Discriminatie/Diversiteit’ 2011 [Annual Report ‘Discrimination/Diversity 2011], p. 176.

Centrum voor Gelijkheid van Kansen en Racisme Bestrijding. Jaarverslag ‘Discriminatie/Diversiteit’ 2010 [Annual Report ‘Discrimination/Diversity 2010], p. 160.

Centrum voor Gelijkheid van Kansen en Racisme Bestrijding. Jaarverslag ‘Discriminatie/Diversiteit’ 2009 [Annual Report ‘Discrimination/Diversity 2009], p. 172

Centrum voor Gelijkheid van Kansen en Racisme Bestrijding. Jaarverslag ‘Discriminatie/Diversiteit’ 2008 [Annual Report ‘Discrimination/Diversity 2008], p. 154.

Centrum voor Gelijkheid van Kansen en Racisme Bestrijding. Jaarverslag ‘Discriminatie/Diversiteit’ 2007 [Annual Report ‘Discrimination/Diversity 2007], p. 198.

<sup>41</sup> IPSOS commissioned by Centrum voor Gelijkheid van Kansen en Racisme Bestrijding (2009). Survey: Hoe tolerant zijn Belgen ten opzichte van etnische minderheden? [Survey: How tolerant are Belgians towards ethnic minorities], p. 143.

<sup>42</sup> Independent Research Bureau Europe commissioned by Centrum voor Gelijkheid van Kansen en Racisme Bestrijding (2010), Hoe beleven etnische minderheden hun situatie in België? [How do ethnic minorities experience their situation in Belgium?], p. 33.

<sup>43</sup> FPS Employment, Labour and Social Dialogue, FPS Economy and federal and regional ministers on equal opportunities.

<sup>44</sup> Centrum voor Gelijkheid van Kansen en Racisme Bestrijding (2012), Diversiteitsbarometer Werk [Diversity Barometer Employment, p. 174.

<sup>45</sup> Belgium / 2004-05-16/30 (16.05.2004)

data<sup>46</sup>. Hence, there is currently no practice of collecting centralised and standardised data. Each concerned institution gathers information on the basis of its own remit. In its de facto role of national rapporteur on VOT, the Federal Centre for Migration (former Centre for Equal Opportunities and Opposition to Racisms) publishes an annual report on trafficking of human beings in which apart from an policy analysis of the progress made by Belgium in the field of the prevention of human trafficking and the protection of VOT, an overview of data on VOT retrieved from the above-mentioned institutions. This report is submitted to the Government and Parliament. However, it because of the particularities in the data resulting from the different remits of the involved institutions it is difficult to use those compilation of data for monitoring trends in human trafficking and assessing policy initiatives. At the beginning of 2012, the Federal Centre for Migration, Payoke, Pag-Asa, Sürya introduced an IT tool ELDORADO managing electronic files of VOT making it possible to centralise anonymised data on VOT cases followed up by the three reception centres and to produce a more elaborate analysis of trafficking in Belgium<sup>47</sup>.

Another relevant actor is the King Baudouin Foundation, which has published reports on the topics of ‘Economic Integration’<sup>48</sup>, ‘Family Reunification’<sup>49</sup>, ‘and ‘Perceptions of Stakeholder and Migrants about Policies on Migration and Integration’<sup>50</sup>, ‘School Performance of Pupils with Migration Background’<sup>51</sup> and ‘Unaccompanied Minors’<sup>52</sup> based on research they

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<sup>46</sup> GRETA (2013), Report concerning the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by Belgium. First evaluation round, p.73.

<sup>47</sup> Centrum voor Gelijkheid van Kansen en Racisme Bestrijding. Mensenhandel. Mensensmokkel. Bouwen aan vertrouwen. Jaarverslag 2012, Brussels: Centrum voor Gelijkheid van Kansen en Racisme Bestrijding.

<sup>48</sup> Koning Boudewijn Stichting (2014), ZOOM Equivalence des diplômes : passeport pour l’emploi des personnes d’origine étrangère. Faits, chiffres et pistes d’action pour une procédure simplifiée de reconnaissance des diplômes étrangers [ZOOM The equivalent of diploma: a gateway for the employment of people with foreign origin. Facts, figures and action plans for a simplified procedure of the recognition of foreign diploma], p. 4.

<sup>49</sup> Vassart, C., J. Verstraete, and J. Cech. Gezinshereniging in België: het woord aan de actoren op het terrein [Family reunification in Belgium. The voice of the actors in the field]. Brussels: Koning Boudewijn Stichting, 2011.

Koning Boudewijn Stichting (2013), ZOOM : Regroupement familial - Vecteur d’intégration ou outil de contrôle de l’immigration légale ? Faits, chiffres et recommandations sur la politique d’immigration et le regroupement familial en Belgique (2013) [ZOOM : Family reunification – gateway to integration or management tool for legal immigration ? Facts, Figures and recommendations for the policy on immigration and family reunification in Belgium], p. 4.

Lodewyckx, I., J. Wets, and C. Timmerman. Gezinshereniging in België, de mythe ontcijferd [Family Reunification in Belgium, myth busted]. Brussels: Koning Boudewijn Stichting, 2011.

Pascouau, Y., and H. Conditions for family reunification under strain. A comparative study in nine EU Member States, Brussels: Koning Boudewijn Stichting/ European Policy Centre, 2011.

Teule, J. *et al.* Huwelijksmigratie van Emirdağ naar Brussel [Marriage Migration from Emirdağ to Brussel]. Brussels: Koning Boudewijn Stichting, 2012.

<sup>50</sup> Huddleston, T. and J. Dag Tjaden. Bevraging bij migranten in de grootsteden. Migranten over hun uitdagingen met integratie in 15 Europese steden [Survey of migrants in Metropolises. Migrants reflecting about the integration challenges in 15 European cities], Brussels: Koning Boudewijn Stichting and Migration Policy Group, 2012.

Koning Boudewijn Stichting (2010), Problemen in verband met de overdracht binnen families in volkswijken met een sterke concentratie van allochtonen [Problems related to the transition within families in neighbourhoods with high density of allochthons], p. 5.

<sup>51</sup> Koning Boudewijn Stichting (2013), ZOOM : Ecole, le gaspillage des talents. Faits synthétiques, chiffres et recommandations sur les performances scolaires des jeunes issus de l’immigration [ZOOM : School, the waste of talents. Facts, figures and recommendations on the school performance of youth with immigration background], p. 4.

Jacobs, D. *et al.* De sociale lift blijft steken. De prestaties van allochtone leerlingen in de Vlaamse Gemeenschap en de Franse Gemeenschap [Blocked social mobility. The performance of allochthon pupils in the Flemish and French Community], 2009.

commissioned from research centres, think tanks and universities. These reports are usually based on policy reviews, qualitative interviews and focus group discussion, and quantitative surveys or analysis on secondary databases. Moreover, this foundation is not only involved in (funding) research in this field, but is also one of the main actors to provide financial support to civil society projects and initiatives to promote immigrant integration in Belgium. Finally, the think-tank ITINERA conducts research and presents numerous reports on integration of immigrants in Belgium.<sup>53</sup> In the last 5 years research has been done on a variety of integration related subjects, such as ‘Labour Market Integration of Immigrants’<sup>54</sup>, ‘Position of pupils with a migration background in Belgian schools’<sup>55</sup>, ‘Integration Policy’<sup>56</sup> and ‘Diversity and Social Cohesion’<sup>57</sup>.

### *II.1.2 Flemish Community*

According to several policy documents, the improvement of the effectiveness and efficiency of integration policy is one of the main policy challenges that shape current integration policies. The *Integration Policy 2009-2014*<sup>58</sup> states that “[t]o ensure an efficient and effective policy, more importance should be attached to systematic follow-up and monitoring of the level of integration of new inhabitants in our society. The development of the integration maps, the development of a local integration monitor, the reform of the Crossroads Bank Civic Integration and attention for sufficient scientific research should provide a response to this challenge.”

Immigrant integration in the Flemish Community, including the Flemish speaking part of Brussels, is monitored by a multitude of institutions on an almost continuous basis. A number of outputs on integration in Flanders are delivered annually, primarily those by the Flemish administration and the Flemish Expertise Centre Migration-Integration (such as the ‘Annual Reports’, the ‘Local Civic Integration & Integration Monitor’, ‘Flemish Regional Indicators’, etc.). As stated previously, these monitors do not link their results back to integration policies or measures. The official Flemish Migration and Integration Monitor is planned for publication every two years. Surveys and additional studies are conducted on a more ad hoc

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Jacobs, D., and A. Rea. Verspild talent. De prestatiekloof in het secundair onderwijs tussen allochtone en andere leerlingen volgens het PISA-onderzoek 2009. [Wasted Talent. The performance gap between allochthon and autochthon pupils on basis of the PISA-data 2009]. Brussels: Koning Boudewijn Stichting, 2011.

Danhier, J. *et al.*. Naar kwaliteitsscholen voor iedereen? Analyse van de resultaten van het PISA 2012-onderzoek in Vlaanderen en in de Federatie Wallonië-Brussel [Towards quality education for all? An analysis of the results of the PISA 2012 research in Flanders and the Federation Wallonia-Brussels]. Brussels: Koning Boudewijn Stichting, 2014.

<sup>52</sup> Koning Boudewijn Stichting (2003). Buitenlandse niet-begeleide minderjarigen in België. Stand van zaken en praktijkvoorbeelden voor opvang en hulpverlening [Unaccompanied foreign minors in Belgium], p. 39.

<sup>53</sup> [http://www.itinerainstitute.org/en/knowledge-center?theme=6&sort\\_by=created&sort\\_order=DESC](http://www.itinerainstitute.org/en/knowledge-center?theme=6&sort_by=created&sort_order=DESC).

<sup>54</sup> Platonova, A. Labour Market Integration of Immigrants in the EU: Key Trends and Policy Issues. ITINERA INSTITUTE Discussion Paper, Brussels: Intinera, 2013.

<sup>55</sup> Dag Tjaden, J. What can international comparisons of outcomes and policies tell us about ‘good practices’ of migrant education? ITINERA INSTITUTE Discussion Paper 2012/10, Brussels: Intinera, 2012.

Jacobs, D. Telt elk talent? De positie van kinderen met een migratie-achtergrond in de Belgische scholen. [Does each talent count? The position of children with a migration background in Belgian schools]. ITINERA INSTITUTE Discussion Paper 2012/9, Brussels: Intinera, 2012.

<sup>56</sup> De Wit, J. Has integration policy failed? ITINERA INSTITUTE Discussion Paper, Brussels: Intinera, 2012.

Platonova, A. Labour Market Integration of Immigrants in the EU: Key Trends and Policy Issues. ITINERA INSTITUTE Discussion Paper, Brussels: Intinera, 2013.

<sup>57</sup> Azdouz, R. From respect for being different to an ethics of living together. ITINERA INSTITUTE Discussion Paper, Brussels: Intinera, 2012.

<sup>58</sup> Belgium / Viceminister-president van de Vlaamse Regering en Vlaams minister van Bestuurszaken, Binnenlands Bestuur, Inburgering, Toerisme en Vlaamse Rand (2009). Beleidsnota Inburgering en Integratie (2009-2014) [Policy note on civic integration and integration (2009-2014)], p. 54.

basis, but are produced regularly. Embedding this objective also legally, the *Civic Integration Decree 2003*<sup>59</sup> imposed an evaluation of the Flemish civic integration policy in Art. 26: “At the latest three years after the coming into effect of this decree, and subsequently every three years, the Flemish government evaluates the substantial and financial matters of the Flemish civic integration policy and presents an evaluation to the Parliament.”

Consistent with this requirement, university centres were charged by the Flemish government to evaluate the Flemish civic integration policy in 2007 (CeMIS, University of Antwerp and HIVA, University of Leuven)<sup>60</sup> and in 2010 (HIVA, University of Leuven)<sup>61</sup>. Since 2012 the responsibility of conducting these decree imposed evaluations of the Flemish civic integration policy was transferred to the Policy Research Centre on Integration, described in the next paragraph. Subsequent to this reform, the mandate for evaluation has been put under revision. The third evaluation expected in 2013, remains forthcoming, but an extensive programme evaluation of components of civic integration policy measures did indeed take place. It is important to note that this legal obligation of evaluation by decree was absent in the *Integration Decree 2009*<sup>62</sup>. The year 2013 marks a turning point however, with the adoption of the *Integration and Civic Integration Decree 2013*<sup>63</sup>. The legal requirement of evaluating civic integration is indeed re-incorporated in Art. 51.

The challenge remains to increase coherence in all these undertakings and develop a rigid multi-level, multidimensional system for monitoring and evaluating integration in a comprehensive, structured way on a systematic basis. To quote the policy advisor on integration of the Flemish Minister for Administrative Affairs, Local and Provincial Government, **Integration** and Tourism: “At this time, the mechanisms in place are too fragmented and overview is lost. All suggestions to optimize this are more than welcome.”<sup>64</sup>

#### **a) Monitoring and evaluation by the Flemish administration**

The Flemish administration, more specifically the ABB under the Ministry of Public Governance, Tourism and Integration, monitors integration in support of its policy.

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<sup>59</sup> Vlaanderen / DVR 2003-02-28/48 (28.02.2003)

<sup>60</sup> Lamberts M. *et al.* Het Vlaamse inburgeringsbeleid geëvalueerd. Synthese. [The Flemish civic integration policy evaluated. Summary]. Leuven: HIVA / CEMIS, 2007.

Wets, J. Wat is inburgering in Vlaanderen? (Deel 1) [What is civic integration in Flanders? (part 1)]. Leuven: HIVA, 2007

De Cuyper, P., and J. Wets. Diversiteit in integratie. Een evaluatie van de vormgeving, efficiëntie en effectiviteit van het Vlaamse inburgeringsbeleid (Deel 2). [Diversity in integration. An evaluation of the design, efficiency and efficacy of the Flemish Integration Policy (part 2)]. Leuven: HIVA, 2007.

Geets, J. *et al.* Hoe wordt het inburgeringsbeleid geapprecieerd? Evaluatie vanuit het perspectief van de nieuwkomers (Deel 3). [How is the civic integration policy perceived? An evaluation from the perspective of newcomers. (part 3)]. Leuven: HIVA / CeMIS, 2007.

<sup>61</sup> De Cuyper, P., M. Lamberts, and F. Pauwels. De efficiëntie, effectiviteit en impact van het Vlaamse inburgeringsbeleid geëvalueerd Synthese. [The efficiency, efficacy and impact of the Flemish civic integration policy evaluated. Summary]. Leuven: HIVA, 2007.

De Cuyper, P. *et al.* Deel 1. Inburgering in Vlaanderen. [Part 1: Civic integration in Flanders]. Leuven: HIVA, 2010.

De Cuyper, P. Deel 2. Het inburgeringsbeleid in Vlaanderen: de efficiëntie en effectiviteit geëvalueerd. [Part 2: The civic integration policy in Flanders: the efficiency and efficacy evaluated]. Leuven: HIVA, 2010.

Pauwels, F., and M.Lamberts. Deel 3. De impact van inburgering.[Part 3:The Impact of civic integration]. Leuven: HIVA, 2010.

<sup>62</sup> Vlaanderen / DVR 2009-04-30/96 (30.04.2009)

<sup>63</sup> Vlaanderen / DVR 2013-06-07/41 (07.06.2013)

<sup>64</sup> Policy advisor on integration of the Flemish Minister for Administrative Affairs, Local and Provincial Government, Integration and Tourism. Stakeholder Interview, 02.04.2014.

A central actor in monitoring and evaluating Flemish policies in general is SVR. Concerning integration, SVR was involved in the ‘Flemish Migration and Integration Monitor 2013’<sup>65</sup> of the Policy Research Centre on Integration. Secondly, the SVR puts in place a database of ‘Local Statistics’ comprising a multitude of data and reports on integration and civic integration (among other policy themes). Based on this data, the SVR has published together with ABB a ‘Local Integration Monitor’-tool annually since 2011, monitoring the level of integration as well as certain integration measures (such as the number of immigrants obtaining a certificate of civic integration) in Flemish communes or cities. The tool is accessible at the website of the Flemish Government: <http://aps.vlaanderen.be/lokaal/integratiemonitor.html>. This monitoring serves as up-to-date policy context for planning and formulation of policy at a local level. Third, integration aspects (diversity, integration and civic integration) have been monitored in other more general monitors or surveys by the SVR and/or ABB such as the annual ‘Flemish Regional Indicators’<sup>66</sup>, the bi-annual ‘City Monitor’<sup>67</sup>, or the annual ‘Flemish profiles’. Finally, ABB and SVR published a number of ad-hoc studies on the integration of newly arrived immigrants with regular status newcomers

In recent years, ABB took steps towards unifying integration monitoring in the community, by adopting a tradition of annually monitoring integration (measures). For this, ABB collaborates with the non-governmental Flemish Expertise Centre Migration-Integration which has become the centre point of the annual reports<sup>68</sup>. Additionally, it is worth mentioning that the Expertise Centre, in collaboration with the implementing actors of the Flemish integration policy (Integration Centres), published an extensive ‘Context Analysis’ in 2010<sup>69</sup> and 2014<sup>70</sup>.

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<sup>65</sup> Vanduynslager, L. *et al.* Vlaamse Migratie en Integratiemonitor 2013. [Flemish Migration and Integration Monitor] Brussels: Policy Research Centre on Integration and Studiedienst voor Vlaamse Regering, 2013.

<sup>66</sup> Vlaamse Overheid. VRIND 2013. Vlaamse Regionale Indicatoren [VRIND 2013. Flemish Regional Indicators], p. 469.

Vlaamse Overheid. VRIND 2012. Vlaamse Regionale Indicatoren [VRIND 2012. Flemish Regional Indicators], p. 454.

Vlaamse Overheid. VRIND 2011. Vlaamse Regionale Indicatoren [VRIND 2011. Flemish Regional Indicators], p. 441.

Vlaamse Overheid. VRIND 2010. Vlaamse Regionale Indicatoren [VRIND 2010. Flemish Regional Indicators], p. 416.

Vlaamse Overheid. VRIND 2009. Vlaamse Regionale Indicatoren [VRIND 2009. Flemish Regional Indicators], p. 442.

Vlaamse Overheid. VRIND 2008. Vlaamse Regionale Indicatoren [VRIND 2008. Flemish Regional Indicators], p. 472.

<sup>67</sup> Bral, L., A. Jacques, H. Schelfaut, K. Stuyck, and A. Vanderhasselt. Stadsmonitor 2011. Een monitor voor leefbare en duurzame Vlaamse steden. [City Monitor 2011. A monitor for healthy and sustainable Flemish cities]. Brussels: Vlaamse Overheid Agentschap Binnenlands Bestuur, 2011.

<sup>68</sup> Belgium, Agentschap Binnenlands Bestuur/Kruispunt Migratie-Integratie, Jaarboek Inburgering en Integratie 2010 [Annual book Civic Integration and Integration 2010], p. 88.

Belgium, Agentschap Binnenlands Bestuur/Kruispunt Migratie-Integratie, Jaarboek Inburgering en Integratie 2011 [Annual book Civic Integration and Integration 2011], p. 88.

Petrioic, M., F. Ravijts & E. Roger, eds. Migratiemaatschappij : 20 stemmen over samenleven in diversiteit. [Migration society: 20 voices about living together in diversity]. Leuven/Den Haag: Acco, 2014.

<sup>69</sup> Cleuren, L. Omgevingsanalyse 2010. Een stakeholdersbevraging door het Kruispunt Migratie-Integratie vzw en de integratiecentra in Vlaanderen en Brussel. Synthese van de resultaten [Context analysis. A stakeholder assessment by the Expertise Centre Migration-Integration in Flanders and Brussels. Summary of findings]. Brussels: Kruispunt Migratie-Integratie, 2011.

<sup>70</sup> Ceuterick, M. Geactualiseerde Omgevingsanalyse 2013: Focus op lokale besturen [Actualised context analysis 2013: focus on local authorities]. Brussels: Kruispunt Migratie-Integratie, 2014.

Apart from these numerous publications, internal follow-up systems are put in place by the administration. The main instrument of ABB to ensure systematic monitoring of civic integration in Flanders is the administrative database Flemish Crossroads Bank for Civic Integration (CBCI), an internal database containing information delivered by the Reception Bureaus. The CBCI works as a client tracking system, with data on the civic integration trajectory and background data of migrants following a civic integration process. Based on this data, the administration allocates financial means proportionally to the Reception Bureaus. The database is accessible for the Integration Centres, the Reception Bureaus and organisations implementing the civic integration policy to follow up on their functioning, to investigate a specific problem, to coach individual administrators etc. The Policy Research Centre on Integration also has access to CBCI to evaluate the impact of the civic integration policy on the socio-economic integration of immigrants. Lately, ABB has established an Inspection Service for Civic Integration, in order to control the quality of the functioning of the Reception Bureaus. This inspection recently published a report with their results of 2012-2013.<sup>71</sup>

Integration being approached as a transversal policy domain, other Flemish ministries systematically take nationality (and in a limited number of cases origin) into account in their monitoring as it is related to their respective policy domain as well. For example, the Department of Work and Social Economics (WSE) in particular monitors the participation of foreigners or citizens of foreign origin on the labour market distinguishing between immigrants originating from EU27 and non-EU27 countries (for example by monitoring the number of attributed labour permits), evaluates their policy measures and the progress towards the EU 2020 priorities. WSE even has a separate Migration Unit. Being its responsibility, the Department of Education and Training monitors the OKAN-programme (education for newly arrived non-Dutch speaking immigrants) on a yearly basis publishing data on coverage and outreach. The Public Governance Department follows up the diversity policy of the Flemish governance itself counting the origin of the staff of the Flemish government and members of advisory boards of the Flemish government. To streamline the monitoring of the other Flemish ministries, ABB has recently finished an exercise within the framework of the inter-departmental Commission on Integration to come to a common definition of migrant based on the definition of the target population of its civic integration policy (see II.1.4.), the definitions used by the different departments and stakeholders in the field (using nationality, country of birth or country of birth of the parents as indicator to define an individual with migration background) and the definition used by the CBSS (using nationality, country of birth, and recently programmed a function to incorporate the country of birth of parents and grandparents as well to define different types (roughly first and second generation) migrants).

### ***b) Evaluations and monitoring by Policy Research Centres***

In 2001, the Flemish government introduced a Programme for Policy Research Centres to support Flemish policy with evidence, in order to proactively respond to societal developments and challenges. Two Policy Research Centres were assigned by the Flemish Minister for Administrative Affairs, Local and Provincial Government, **Integration** and Tourism with monitoring and evaluation assignments related to integration. In 2007-2008 the Policy Research Centre on Equality Policies (University of Antwerp and University of Hasselt) (2002-2006; 2007-2011; 2012-2015) in collaboration with the HIVA Research

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<sup>71</sup> Belgium, Devlieger, M., D. Lambrechts, C. Steverlynck, and C. Van Woensel (2013), *Verbindingen. Eindrapport werkjaar 2012-2013 van de Inhoudelijke Inspectie Inburgering*. Brussels: Vlaams Ministerie van Onderwijs en Vorming.

Institute of Work and Society (University of Leuven) started a large scale monitoring exercise of the general integration of immigrants in Flanders. A set of indicators was developed with to monitor the integration on a systematic and longitudinal basis<sup>72</sup>. In 2011, the Policy Research Centre financed HIVA to update the monitor. Next to this commissioned systematic monitoring exercise the policy research centre executed qualitative and quantitative monitoring and evaluation research, amongst others, between 2002 and 2011, on the use of mass media by immigrants, intra-familial violence and divorce in immigrant households, utilisation of psychosocial health care services by immigrant youth, the labour market position of immigrants, etc. Although the research topics on migration and integration, as well as the government-commissioned monitoring and evaluation assignments, were passed on to the Policy Research Centre on Integration since its creation, the Policy Research Centre on Equality Policies still monitors the developments in Belgian and Flemish law in the field of diversity and discrimination.

In 2012 the first edition of the Policy Research Centre on Integration (CeMIS, University of Antwerp; HIVA, University of Leuven; SEIN, University of Hasselt and SDL, University of Ghent)(2012-2015) was created which conducts research on monitoring of migration to Flanders, monitoring and evaluation of the civic integration policy and evaluations of specific integration policy programmes and measures. In 2012 HIVA developed within the framework of the Policy Research Centre an Evaluation Framework for the Flemish Integration programmes on demand of ABB. This framework is supposed to be used by the different departments of the Flemish administration<sup>73</sup>. In 2013 a renewed Flemish Migration and Integration Monitor was published in collaboration with the Integration Unit of ABB and the SVR<sup>74</sup>. In line with the previous monitors, the Migration and Integration Monitor 2013 provided an overview of migration stocks and flows to Flanders in comparison with the situation at European and Belgian level, and of integration indicators in the domains of social cohesion, labour, income, housing, education, poverty and health. On top of that the 2013 version also provided monitoring of the coverage and utilisation of the civic integration programmes of the Flemish government. Further, the Policy Research Centre conducts a systematic process, output, outcome and impact evaluation of the Dutch as second language training programmes (a part of the civic integration policy of the Flemish government)<sup>75</sup> and theory-driven stakeholder evaluations of the preparatory educational programmes for minors

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<sup>72</sup> Vancluysen, K. et al. De Vlaamse integratiekaart, deel I tot IV. [The Flemish Integration Map, part I to IV]. Antwerp: Policy Research Centre on Equal Opportunities, 2009.

Vancluysen, K., M. Van Craen, and J. Ackaert. Taalbeheersing en -gebruik van Marokkaanse en Turkse allochtonen Resultaten van de Survey Integratie. [Language proficiency en use af Morrocon and Turkish allochthons. Results of the Survey Integration]. Antwerp: Policy Research Centre on Equal Opportunities, 2010.

Geets, J. Arbeidsmarktpositie van (hoog)geschoolde immigranten : een vergelijkende kwantitatieve studie van autochtonen en immigranten op basis van de enquête naar de arbeidskrachten met bijzondere aandacht voor overkwalificatie, [Labour market position of Highly skilled migrants: a comparative quantitative study of autochthons and immigrants based on the labour force survey with special attention for overqualification]. Antwerp: Policy Research Centre on Equal Opportunities, 2010.

Lamberts, M. Cijfers over integratie -2011- Beschikbaarheid en bespreking van cijfers over de positie van personen van vreemde herkomst in Vlaanderen. [Figures on integration 2011. Availability and discussion of the figures on the position of people with foreign origin in Flanders]. Antwerp: Policy Research Centre on Equal Opportunities, 2011.

<sup>73</sup> González Garibay, M., and P. De Cuyper. An evaluation framework for the Flemish integration policies. Antwerp: Policy Research Centre on Integration, 2013.

<sup>74</sup> Vanduynslager, L. *et al.*, Vlaamse Migratie en Integratiemonitor 2013. [Flemish Migration and Integration Monitor] Brussels: Policy Research Centre on Integration and Studiedienst voor Vlaamse Regering, 2013.

<sup>75</sup> De Cuyper P., M. González Garibay, and L. Jacobs (2013) Het NT2 aanbod in Vlaanderen. Passend voor inburgeraars? [The provision of Dutch course for non-Dutch speakers in Flanders. Does it fits for the people in the civic integration track?] Antwerp: Policy Research Centre on Integration, 2013.

of non-Dutch speaking newcomers (OKAN)<sup>76</sup>, a specific educational programme to integrate children and households from Roma minorities<sup>77</sup>, programmes to foster the social and political integration of Roma minorities<sup>78</sup> and the labour market integration of highly-skilled newcomers. In the latter three projects the perspective of all stake holders and particularly the immigrants are taken into account.

Although the focus of other Policy Research Centres is not directly on the monitoring and evaluation of integration, some of them adopt a focus on specific groups of ethnic minorities and newcomers in their research. This applies to the Policy Research Centre on Poverty (poverty, dependency on social welfare and poverty alleviation among migrants); Work and Social Economy (socio-economic and labour market position of immigrants); Educational and School Careers (school indicators, segregation, drop outs and the school-to-work-transition of migrant youth); Welfare, Public Health and the Family (access and use of social welfare by immigrants) and Housing; and the Policy Research Centres on Culture, Youth, Media and Sport (participation of immigrants to socio-cultural programmes, youth activities, leisure and sport and media use). This results from the fact that integration policy is approached as an inclusive policy affecting all policy domains of the Flemish government, only the civic integration policy is the direct responsibility of the Minister for Administrative Affairs, Local and Provincial Government, **Integration** and Tourism. The recent *Integration and Civic Integration Decree 2013*<sup>79</sup> has to guard over the coherence of this policy coherence.

### *c) Independent Flemish agencies for public services & NGOs*

Apart from the Flemish Expertise Centre on Migration-Integration, two important independent agencies responsible for implementing the Flemish policies respectively in the domain of employment services, training and career guidance (VDAB) and of the preventive treatment and guidance of young children, parents and new-borns (Child & Family) are important to mention for their monitoring activities.

Based on its statistical tool, Arvastat VDAB monitors and publishes reports on the labour market integration of economically vulnerable groups including newcomers facing language problems, youth with migration background, low-skilled and high-skilled non-EU27 immigrants, etc. In the annual report VDAB monitors its own policy and specific programmes.

Child & Family monitors the outreach and use of their services in ante-natal, post-natal and child care on basis of the files of clients. Since child care is a right for every inhabitant in Belgium, the services of Child & Family are accessible by all Belgian nationals as well as both migrants with legal and illegal residence status. Child & Family even developed a diversity policy with specific measures to reduce the barriers in access for refugees, undocumented migrants, extremely poor migrants, etc. Child & Family monitors its diversity policy in its annual reports on diversity and children rights, however, the most recent report available on the agency's website dates back to 2007. More importantly, because Child &

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<sup>76</sup> Wauters, J., J. Michielsen, and C. Timmerman. *OKAN-onderwijs: cijfers, knelpunten en aanbevelingen*. [Preparatory educational track for recently arrived minor immigrants: figures, obstacles and recommendations]. Antwerp: Policy Research Centre on Integration, 2013.

<sup>77</sup> Wauters, J., N. Clycq, and C. Timmerman. *Aspiraties en sociale mobiliteit bij Roma. De visies van beleidsmakers, middenveldorganisaties, schoolactoren en Roma zelf*. [Aspirations and social mobility of Roma. The perspectives of policy makers, civic society organisation, educational actors and the Roma]. Antwerp: Policy Research Centre on Integration, 2013.

<sup>78</sup> Wauters, J., J. Michielsen, and C. Timmerman. *Romazelforganisaties in Vlaanderen: Partners in een integratieverhaal?* [Roma Self-organisations in Flanders. Partners in Integration?]. Antwerp: Policy Research Centre on Integration, 2013.

<sup>79</sup> Vlaanderen / DVR 2013-06-07/41 (07.06.2013)

Family caters for both legal and illegal migrants with its services and collects data via clients files, it is one of few organisations in Flanders that systematically gathers data on the situation of illegal migrants. However, the registration of the administrative migration or residence status is not mandatory, hence, this information is not very accurate. The Walloon counterpart of Child & Family (Office de la Naissance et de l'Enfance) collects data on the language, date of arrival and labour market situation of immigrant mothers but does not conduct such systematic monitoring.

Finally, Flemish NGOs and other non-governmental actors such as think tanks conduct reviews and assessments as well. With two editions of "Building blocks for an effective minority policy" (2006 & 2010)<sup>80</sup>, the Minority Forum, a federation of 13 ethno-cultural organisations, is a relevant actor in this regard. In these publications, the integration initiatives of the Flemish government as well as their results are reviewed.

### *II.1.3 Walloon Region*

In contrast, evaluation or monitoring of integration in the Walloon Region and in the French speaking part of Brussels appears to be almost inexistent or only available on a very limited and ad hoc basis. The requirement to evaluate the Walloon integration policy annually, has, however, been from the beginning incorporated in the first *Integration Decree 1996*, in Art. 4. The same obligation was reformulated in the revised Walloon Integration Decrees of 2009 and 2014. Giving effect to this obligation but not strictly adhering to it, the DGASS composes a report monitoring the implementation of its integration policy and measures every 3 and 5 years. This is presented to the parliament and is in principle public. Currently, the relevant output is the report of 2011<sup>81</sup>.

#### ***a) Monitoring and evaluation by the Walloon administration***

The monitoring of immigrant integration by the Walloon authorities is very limited, partly because of lack of financial means allocated to monitoring and evaluation activities. Further, there is no history of follow-up of trends in immigrant integration on a systematic basis. It is crucial to keep in mind that in Wallonia the policy for integration and social cohesion is conceived more generally for the whole society, with no specific focus on immigrants (which is significantly different from the Flemish situation). No explicit distinction is made in the disadvantaged groups which are the subject of Walloon integration policy. Therefore TCN, let alone vulnerable groups within this category, are not distinguished in existing analyses of the level of integration of the Walloon population, adhering to the Walloon vision that immigrants should not be targeted as a separate groups since their integration problems do not differ strongly from integration problems faced by other groups, such as disabled persons. Thus monitoring of integration is partly embedded in the monitoring of more general policy domains. Entities involved in monitoring are more specifically the DGASS, the Interdepartmental Direction for Social Cohesion (DICS) and the public Walloon Institution for Prospect Evaluation and Statistics (IWEPS). Further, the Walloon government for example developed a 'Synthetic indicator for access to fundamental rights' which is described as follows: "[...] *proposing to measure the degree of social cohesion in every Walloon municipality. For the moment, this indicator only evaluates the current situation in accession those rights [...]. However, indicators for evaluating the practical success of social cohesion*

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<sup>80</sup> Minderhedenforum (2010), *Bouwstenen voor een effectief minderhedenbeleid. Ons verleden, onze toekomst, [Construction bricks for an effective minority policy. Our past, our future]*. p. 86. Minderhedenforum (2006), *Van arbeidsdeelname tot zelforganisatie. Bouwstenen voor een effectief minderhedenbeleid. [From employment participation to self-organisation. Construction bricks for an effective minority policy]*, p. 69.

<sup>81</sup> Belgium, Direction de l'Action Sociale et Santé en Wallonie. *Politiques d'intégration en Wallonie. Rapport au GW. Année 2011 [Integration policy in Wallonia. Report to the Walloon Government. Year 2011]*, p. 79.

*policies will be constructed together with local actors in the near future. Evaluation will then be carried out on an annual basis.*"<sup>13</sup>.

Integration of newly arrived migrants (following a definition similar to the definition used in the Flemish Community cf. II.1.4) receives part of the attention in reports on Social Cohesion by the Walloon Region Government, such as the 2008 Report on social cohesion in the Walloon Region, published by DICS<sup>82</sup>. The implementing Regional Integration Centres (CRI) collect data, follow-up on their functioning and outputs (such as the number of intakes), and draft an annual internal report. Every five years a synthesis of these monitoring reports is made for the Walloon administration.

From a labour market perspective, access of immigrants to the Walloon labour market is incorporated in the research and reports by the public institution IWEPS, such as the Statistical series on labour market in Wallonia<sup>83</sup>, the Social Barometer 2012 of Wallonia, and some working papers and reports on ethnic discrimination in the labour market and the impact of gender and nationality on the access to the labour market.

#### ***b) Academic centres***

To prepare a civic integration policy in the Walloon Region, the Group for research on Ethnic Relations, Migration and Equality (GERME) and the Centre for Ethnic and Migration Studies (CEDEM) were commissioned to conduct a single study on 'The Indicators of Integration in French-speaking Belgium'. This document was a summary of all available data in French-speaking Belgium, and it concluded that sufficient data for monitoring was lacking. A recommendation for further data collection in the region was made by both research institutions. GERME is also a research partner of MIPEX, which is a project led by the British Council and the Migration Policy Group, with the University of Sheffield. Metice, another research centre focusses on migration, work, health, institutions and citizenship while also drawing attention to vulnerable (age) groups.

#### ***c) NGO and think tank initiatives***

Additionally, reviews or analyses are conducted by NGO's, think tanks or other non-governmental actors. The European Think Tank 'Pour la Solidarité' for example devoted in the last 5 years two of its (extensive) policy reviews so-called 'Cahiers' to a monitoring of immigrant integration in Brussels and Wallonia (2012<sup>84</sup> and 2011<sup>85</sup>). These should not be counted as monitors or evaluations of integration in the strict sense, but have a potential role in feeding into integration policy evaluation and formulation.

### ***II.1.4 Brussels-Capital Region***

#### ***a) Monitoring and evaluation by authorities***

In Brussels, the competence of integration is shared between the VGC and COCOF. Therefore, no separate monitoring or evaluations of immigrant integration are undertaken, other than those by entities already discussed for Flanders and Wallonia. Evaluation of the

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<sup>82</sup> Belgium, Direction Interdépartementale de la Cohésion Sociale, Rapport sur la cohésion sociale en Région wallonne - Volet Inventaire des mesures – 2007, p. 203..

<sup>83</sup> Henry, D., V. Vander Stricht. Séries statistiques du marché du travail en Wallonie - Février 2014 [Statistical Series of the Labour Market in Wallonia – February 2014], Namur: IWEPS.

<sup>84</sup> Dubetz, E., Y. Lamghari, and A. Roller. Les primo-arrivants face à l'emploi en Wallonie et à Bruxelles. Cahier de la Solidarité 39 [Newcomers and employment in Wallonia and Brussels. Editions of Solidarity 39]. Brussels Pour La Solidarité, 2012.

<sup>85</sup> Pour La Solidarité. L'intégration des Primo-arrivants en Wallonie et à Bruxelles. Cahier de la Solidarité 29 [The integration of newcomers in Wallonia and Brussels Editions of Solidarity 29]. Brussels: Pour La Solidarité, 2011.

integration of the immigrants under the VGC, is incorporated in to a number of the evaluations or monitors of the Flemish integration policies discussed above, such as the decree-imposed evaluations of 2007 & 2010 and the ‘Flemish Migration-Integration monitor 2013’. Given the absence of an integration policy of COCOF, no relevant monitoring or evaluation mechanisms on integration are in place.

#### ***b) NGO and think tank initiatives***

The few monitors to be found for Brussels, most often concern labour market studies with attention for divergence based on nationality of origin, such as those of the European Think Tank Pour la Solidarité. In fact, the very first Cahier this think tank ever published, was focussing on the integration policy in Brussels<sup>86</sup>.

#### *II.1.5 International level*

Internationally, the EU (Eurostat), OECD, the European Migration Network (EMN), and the Migration Integration Policy Index (MIPEX) are the most relevant entities undertaking international comparative monitoring research on (aspects of) integration in which Belgium is involved. In this regards it is worth mentioning that Flanders is one of the four example case studies participating in the exercise to develop regional versions of the MIPEX.

#### *II.1.6 Target groups of monitoring and evaluation*

The target groups under review in the monitoring and evaluations in place correspond with the target groups of integration as defined by policy.

The Flemish integration policy is directed at the entire Flemish population but specifies as particular target group: “persons who reside legally long-term in Belgium and who did not have the Belgian nationality at birth or of whom at least one of the parents do not have the Belgian nationality.” By the *Civic Integration Decree 2003*<sup>87</sup> and the *Integration and Civic Integration Decree 2013*, this concerns both major newly arrived immigrants (individuals who received their first residence permit valid for more than three months such as recognised refugees, people with subsidiary protection status, regularised foreigners and family migrants from outside the EU, asylum seekers; or majors with Belgian nationality born outside whom at least one of the parents do not have the Belgian nationality and who did not reside in Belgium for a period exceeding 12 months) and ‘oldcomers’, vulnerable immigrants who have already lived in Belgium such as Roma, etc. . Foreign minors are subject to integration and civic integration policy as well, however, this integration is mainly done through school. Recently, the *Integration and Civic Integration Decree 2013* opened the official civic integration programmes also to foreign minor. Put differently, when studying the integration of the stock of immigrants in Flanders, both new immigrants as well as Belgian citizens of foreign origin (objectified by the criteria of parents who do not have the Belgian nationality) belong to the target group. In Wallonia, as described before, immigrants are not distinguished as a separate target group for social inclusion or social cohesion policies, but the implementing actors of Walloon policy, such as the Integration Centres and a large number of public and private initiatives, do focus on migrants in their activities. The few monitors on aspects of integration in the Walloon Region or Brussels (such as labour market participation), take ‘foreigners or people of foreign origin’ as a whole under review. Federal monitors follow the same trend, by including variables of ‘nationality’ and ‘origin’, but not distinguishing specific groups.

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<sup>86</sup> Plasmans, A. and D. Verdonck. Politique de cohabitation intégration à Bruxelles. Cahier de la Solidarité 1 [Integration policy in Brussels. Editions of Solidarity 1]. Brussels: Pour La Solidarité, 2004.

<sup>87</sup> Vlaanderen / DVR 2003-02-28/48 (28.02.2003)

Overall the only classifications that are maintained in certain monitors concern the country of origin (such as the special focus on Middle and East European countries and Roma in Flanders) and on occasion personal characteristics such as age and sex. Vulnerable migrant groups such as women, children and victims of human trafficking, are not explicitly identified in the mainstream monitoring and evaluations of integration and integration policy in Belgium. This however does not mean that special integration initiatives directed towards these groups do not exist, and that data is not collected. The AGoDi database of the Department of Education and Training contains data on nationality and socio-economic status of school-going children and youth, and is thus suitable to monitor the educational position of immigrant children on a longitudinal basis. Also the centres responsible for the support and reintegration of victims of human trafficking publish numbers on cases on a yearly basis, however, these numbers are based only on the filed claims and thus provide very partial insight.

One could say that at those levels where monitoring and evaluations are undertaken, the administration itself, as well as academics and other nongovernmental civil society organisations play a part in evaluating and monitoring, bestowing a level of legitimacy to the process. This however does not imply representation of immigrants themselves, or more specifically the inclusion of representatives of (migrant) women, children or trafficked persons in the monitoring and evaluation processes. In this regard, we would like to remark that inclusiveness is at the Flemish level indeed guaranteed in integration policy development/formulation, by the inclusion of an official ‘participatory organisation’ in the policy making process, which is consolidated in the decrees. The role of this participatory organisation has so far been fulfilled by the Forum of Ethno-Cultural Minorities as explained in Part I. One could see an opportunity to increase the inclusiveness of evaluation and monitoring of integration by involving such forum in the evaluation process.

#### *II.1.6 Evaluating integration in general policy documents*

Social inclusion policy is incorporated in general policy documents such as the annual *National Reform Programme* (NRP), which is complemented by the *National Social Report* (NSR) and the *Social Strategic Report* (SSR). For example one of the strategic objectives in the last National Reform Plan (2013) (under CSR 5) is to strengthen the focus of employment support and activation policies on people with a migrant background. This is interpreted as the aim to “*promote the proportional participation of persons with a migrant background by constantly monitoring their activity and unemployment rates, by paying specific attention to them in career and diversity plans, and by introducing general measures which specifically focus on these categories in terms of nature and content (such as the prevention and remediation of the outflow of unqualified people from education)*”<sup>88</sup>. The NRP refers to policy documents such as the ‘*Integrated Action Plan on the Integration Policy*’ of the Flemish Government and describes how the communities are taking measures to increase the labour market participation of people with a migrant background and foresee specific guidance for newcomers, combining language training (NT2) with integration into the society and the labour market. The NSR and the SSR complement the NRP, thereby providing some sort of monitoring tool on the NRP. Overviews of immigrant integration measures are indeed provided under the chapters of ‘Social Inclusion’ or ‘Poverty Reduction’. Comprehensive evaluations of our national social inclusion of reform strategy, in terms of outcomes and impacts, are however limited.

In its de facto role of national rapporteur on VOT, the Federal Centre for Migration (former Centre for Equal Opportunities and Opposition to Racisms) publishes an annual report on

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<sup>88</sup> Belgium, Federal Government 2013), National Reform Programme 2013, p. 137.

trafficking of human beings with an policy analysis of the progress made by Belgium in the field of the prevention of human trafficking and the protection of VOT, and an overview of data on VOT retrieved from the above-mentioned institutions.

## II.2 The use of indicators in monitoring migrant integration

### II.2.1 Federal level

At the **federal level**, one of the monitoring instruments is the socioeconomic monitoring of the labour market by national origin conducted by the Interfederal Centre for Equal Opportunities and the Federal Centre of Migration in collaboration with the Federal Public Service Employment, Labour and Social Dialogue<sup>89</sup>. The goal is to develop a sustainable tool to analyse employment and labour market participation based on the nationality background. Indicators of analysis are:

- the socio-economic position of the Belgian population and the population of foreign nationality (or origin) of 18 to 60 years (active and inactive);
- employment of the Belgian population and the population of foreign nationality (or origin) of 18 to 60 years (employment rate, activity sector, type of contract, labour regime, daily wage, employment period);
- unemployment of the Belgian population and population of foreign nationality (or origin) of 18 to 60 years (unemployment rate, duration of unemployment);
- inactivity under the Belgian population and population of foreign nationality (or origin) of 18 to 60 years;
- socio-economic mobility of the Belgian population and the population of foreign nationality (or origin) of 18 to 60 years (socio-economic status, wage evolution, outflow of the unemployed).

Based on the information about nationality and country of birth distinctions are made between TCN and immigrants originating from EU27 countries.

Another monitoring instrument by the Interfederal Centre for Equal Opportunities and the Federal Centre of Migration is the ‘Diversity Barometer’. This tool is used for measuring diversity and is applied to three types of social domain indicators: employment, housing and education<sup>90</sup>. A combination of research methodologies such as discrimination testing, statistical analysis of existing data, and surveys is proposed by the Centre for future analysis and measurement of the degree of discrimination faced by different minority groups. The objective will therefore be to identify the difficulties which might be encountered by ethnic minorities, people with a disability, LGBT’s, people within certain age categories, women/men when accessing the labour market, education and housing. Additionally, the periodic **Tolerance survey** of the Centre monitors the integration context from the perspective of the host society.

### II.2.2 Flemish Community

The main sources of monitoring integration in the Flemish Community use indicators reflecting the policy priorities included *Integration Policy 2009-2014*<sup>91</sup> (policy participation, social cohesion, competence of Dutch, and access to governmental services and non-

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<sup>89</sup> Centrum voor Gelijkheid van Kansen en Racisme Bestrijding/ FOD Werkgelegenheid, Arbeid en Sociaal Overleg (2013), Socio-economische monitor [Socio-economic monitor ], p. 335.

<sup>90</sup> Centrum voor Gelijkheid van Kansen en Racisme Bestrijding (2012), Diversiteitsbarometer Werk [Diversity Barometer Employment], p. 174.

<sup>91</sup> Belgium / Viceminister-president van de Vlaamse Regering en Vlaams minister van Bestuurzaken, Binnenlands Bestuur, Inburgering, Toerisme en Vlaamse Rand (2009). Beleidsnota Inburgering en Integratie (2009-2014) [Policy note on civic integration and integration (2009-2014)], p. 54.

governmental services in domains of education, sport, culture and youth and cultural heritage) and based on the set of indicators developed by the Policy Research Centre on Equality Policies in a research commissioned in 2007 and based on the general social and economic rights stated in the *Belgian Constitution* (art. 23) (employment, housing, health, income, socio-economic integration, education). Within the Policy of Integration the HIVA Research Institute of Work and Society is trying to link the Flemish CBCI with the federal CBSS to evaluate the impact of the Flemish civic integration programme on the socio-economic integration of foreigners.

Although information about the nationality and country of birth is this information is usually presented at an aggregated level, such as, Belgium/EU minus Belgium/TCN; Belgium/EU15 minus Belgium/EU12 new member/potential EU candidates/TCN; Belgium/neighbouring countries/South EU/East EU/North EU/Northern Africa/sub-Saharan Africa/Ruanda-Burundi-RDCongo/Asia/Latin America/North America/Oceania, etc. Sometimes these categories are composed using information on foreign origin (first nationality, country of birth, country of birth of parents and grandparents) instead of nationality to include descendants of immigrants (second and multiple generation migrants) in order to measure the socio-economic position and mobility of migration populations. To make its CBCI useful for monitoring and evaluating its civic integration programmes, ABB adds some categories on migration background (1) to distinguish within the target group of the Flemish integration policy between those who are obliged and those who are entitled to follow the civic integration programme and (2) to include information about the reasons of entry and legal-administrative migration status. All but two databases (Child & Family and the AGoDi database of the Flemish Department of Education and Training) only contains information about immigrants who are residing legally in Belgium.

The outreach of the civic integration programme for immigrants is mainly monitored by ABB and SVR on basis of the number of participants in the civic integration programme, the contracts signed with participants stimulating them to finish the programme, the granted certificates, the teaching-languages used during the courses, the level of education of the participants (although this is not a very accurate measure since the registration is based on the judgment of the officer at the Integration Centre and the self-registration of the participants), gender, migration background, etc. The Policy Research Centre on Integration is evaluating the provision of the different components of the civic integration programme (supply of language courses in number and frequency, content of societal orientation, level of client-friendliness, etc.). Currently, it is preparing an impact evaluation of the civic integration programme by linking the CBCI and CBSS and comparing the socio-economic mobility of former participants in the civic integration programme (activity and employment rate, income, type of contract, labour regime) with newcomers who did not follow the civic integration programme.

In correspondence with the EU-principles, the focus on the monitoring and evaluation of integration is on the two-way process (minority and majority groups) and crucial societal domains: health, welfare, housing, labour and education. Two main groups of indicators are used. First, living in diversity in Flanders and the level of Flanders as a 'Welcoming Society' is measured using indicators on social cohesion operationalised in attitudes of Belgian-natives towards and the numbers of contacts with foreigners using the SCV-survey of the SVR. A periodic survey specifically aimed at foreigners and migrants is lacking in Flanders. In order to be able to collect data on how diversity is experienced by the target group itself, data of the Centre for Equal Rights and Racism can be used, as well as the Flemish Hotlines' registered

complaints of discrimination<sup>92</sup>. Second, the active participation of immigrants and foreigners to the Flemish society is generally measured on basis of the position of foreigners and people of foreign origin in a number of important life domains: education and training (highest level of education, participation rate to adult education, early school leavers, delays in school careers, participation in primary, secondary and higher education), housing and living (possession of houses, cost of housing, housing quality, social (prospective) tenants, welfare (poverty risk, subjective poverty, economic deprivation, number of individuals dependent on social assistance, births in disadvantaged families and at-risk-of-poverty threshold) and health (access to medical care, subjective perceptions of health care) and social and political participation (participation to cultural, sport or leisure activities, participation rate to the local elections and presence of ethnic minorities on political lists). Part of these data come from the EU-SILC-Survey. Other data are retrieved from administrative databases sources. These include information from the VDAB of unemployed job-seekers, from the department Education on educational participation and unqualified early school leavers, the Flemish Social Housing (VMSW) on social (prospective) tenants, Child & Family on births in disadvantaged families and the General Directorate Institutions and Population (ADIB) on participation in the municipal elections. Other important data comes from the CBSS.

### *II.2.3 Walloon Region*

Integration indicators of the Walloon Region are still in their infancy when compared to the Flemish Community or the federal level. This can be explained by both communities having a different approach regarding integration-related issues and integration policy. The Walloon Region has historically focused more on social cohesion than on integration. However, the Walloon government has conducted studies to give an overview of available data such as ‘Les indicateurs de l’intégration’<sup>93</sup>, but such studies do not have a history of a follow-up on a systematic basis. A systematic monitoring instrument is missing, meaning that indicators set by the community are also missing. However, in 2009 the Walloon Parliament approved the decrees related to the Social Cohesion Plan for Walloon Cities and Municipalities and a ‘Synthetic indicator for access to fundamental rights’ was proposed to measure the degree of social cohesion in every Walloon municipality. For the moment, this indicator only evaluates the current situation in accessing those rights (e.g. a decent income, health care, housing, labour market). Indicators for evaluating the practical success of social cohesion policies will be constructed together with local actors in the near future.

### *II.2.4 Inclusion of EU-indicators on integration*

Integration indicators published by the European Union on its website, [http://epp.eurostat.ec.europa.eu/portal/page/portal/employment\\_social\\_policy\\_equality/migrant\\_integration](http://epp.eurostat.ec.europa.eu/portal/page/portal/employment_social_policy_equality/migrant_integration), such as employment, education, social inclusion active citizenship and welcoming society are comparable to the indicators used in Belgium, especially at federal level and in the Flemish Community. Indicators that are based on the results of European or internationally coordinated large-scale population surveys are used as well. This makes it possible to compare the situation in Flanders with the situation in the Member States of the European Union. For indicators on employment and education, the ‘Labour Force Survey’ (LFS) is used, as well as the Programme for International Student Assessment (PISA) of the OECD. The LFS is a survey coordinated by Eurostat. For Belgium, the ADSEI undertakes the survey aimed to generate comparable indicators at European level. PISA is an internationally

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<sup>92</sup> The complaints submitted at the Flemish Hotline are very limited and thus are not a reliable instrument/indication for perceived or experienced diversity or discrimination by the target group.

<sup>93</sup> Les indicateurs de l’intégration, Communauté française, Région wallonne, COCOF, FEI . Together with CEDEM of University of Liège (ULg) Coordinator: Andrea Rea Researchers: François Ghesquière, Lucie Martin.

standardised assessment of cognitive skills of 15-year-olds. For data on health and welfare, the 'European Union Statistics on Income and Living Conditions' (EU - SILC) is used. Like the LFS, the EU -SILC is coordinated by Eurostat's annual survey that since 2004 maps the incomes and living conditions in all Member States of the European Union. EU - SILC in Belgium is implemented by ADSEI. Child & Family also focus on wealth, poverty and deprivation to calculate the 'at-risk-of-poverty threshold', which is an EU-indicator for social inclusion. Further, plenty of data on the EU-indicators are available, but the focus on TCN is not always made, because of privacy reasons. The Flemish Migration and Integration monitor also monitors political activities by nationality which is an indicator for active citizenship<sup>94</sup>, one of the indicators set out at EU level. When focusing on publications of the Walloon Region, it is clear that the integration indicators set out by the European Union are acknowledged, but as already mentioned they are not actively used for monitoring in the community<sup>95</sup>. However, the Walloon Region has been inspired by the concept of social cohesion given by the Council of Europe and which has been adapted to the Walloon political context.

Although the integration indicators set out by the European Union are comparable to the indicators used in Belgium, especially at federal level and in the Flemish Community, some variations in sets of indicators used by the monitoring actors exists depending on the specific targets and target groups of the policies under review. This bears the risk of data sets and monitoring which are not easily comparable. In this regard, at the level of the Flemish Community, the Inter-federal Commission on Integration of the Flemish Administration is lobbying for using similar sets of indicators and an evaluation framework across the different policy departments of Flemish Community.

### *II.2.5 Integration of vulnerable groups*

#### *a) Gender*

The indicators used are not always divided by gender, but this information is available in the databases and it would be possible to access them easily according to the authorities<sup>96</sup>. In the Flemish Migration Integration Monitor for example figures on migration flows and foreign population are indeed divided by gender, while figures on indicators such as social position, education, housing, healthcare and social participation rates are not. On the contrary Child & Family does focus on employment in families with young children from the perspective of women. At the same time they also focus on wealth, poverty and deprivation to calculate the 'at-risk-of-poverty threshold' which is an EU-indicator. A special focus on women is also made in academic literature when focusing on the position of women in political participation and representation<sup>97</sup>. The public employment service of Flanders collects data on vulnerable groups and divides the indicators used for position on the labour market by gender as well. The Walloon Region does not have specific indicators divided by gender, nor by nationality.

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<sup>94</sup> Nationality is used here in a broader sense, meaning that origin is divided by region and not by country of origin

<sup>95</sup> Belgium, Direction de l'Action Sociale et Santé en Wallonie. Politiques d'intégration en Wallonie. Rapport au GW. Année 2011 [Integration policy in Wallonia. Report to the Walloon Government. Year 2011], p. 79.

<sup>96</sup> Policy advisor on integration of the Flemish Minister for Administrative Affairs, Local and Provincial Government, Integration and Tourism. Stakeholder Interview, 02.04.2014.;

Responsible coordinator of the Crossroads Bank of Social Security. Interview with stakeholder 08.04.2014.

Representative of Research Department of the Flemish Government. Interview with stakeholder 09.04.2014

<sup>97</sup> Celis, K., P. Meier, and B. Wauters. *Gezien, gehoord, vertegenwoordigd?* [Seen, heard, Represented?]. Ghent, Academia Press, 2010.

In the context of reporting, gender elements within policy analysis and policy recommendations are taken into account and considered<sup>98</sup>. Also at the Flemish level, the periodic evaluation research (2007, 2010, etc.) does divide the population of immigrants under analysis into gender (among other characteristics such as age, education level etc.) as a way of introducing controlling variables<sup>99</sup>. These studies did not find significant differences for men and women in their results (e.g. concerning number of dropouts in the integration course, appreciation of the language program by participants, share of integration certificate holders finding employment, etc.)<sup>100</sup>. The annual report ‘Discrimination and diversity’ of the **Interfederal Centre for Equal Opportunities**, considers the ‘gender’ element when reporting as well. This supports our argument that attention is definitively given to gender in the evaluations. The extent to which it is ‘determining’ is however less certain.

However, according to key-informants there are no specific gender indicators for women in a particular situation. There is a possibility to divide men and women for all indicators but there is no specific focus on sub-groups within the category of women such as divorced women, women married with TCN, migration brides, etc. It could be possible to obtain this information through CBSS, if the privacy commission gave permission. Other entities focused on the difficulty in measuring nationality background in combination with specific situations of women<sup>101</sup>. According to the key-informants<sup>102</sup>, vulnerable groups are very difficult to measure. The effective numbers of individuals of foreign origin/nationality are too low in the data sets. Therefore the indicators would be very rudimentary. Evaluating specific situations within the vulnerable group is even more problematic. More specific research on these groups is needed in order to be able to monitor them properly.

#### *b) Age*

Socio-professional indicators focus on the active population. Children were already a target group of integration but recently they were also added as a target group of civic integration in the new Flemish decree. Their trajectory is different from that of adults and there is a special focus to guarantee their rights for education which is organised by the reception class for non-native newcomers (OKAN). The profile of OKAN students is very extensively documented in the AGoDI database of the Flemish Department of Education and Training, which makes it possible to keep a record of entry and includes categories like status and country of origin. The Policy Research Centre on Integration recently did an impact evaluation of the OKAN-programme on basis of the AGoDi database using a cohort analytic approach with levels of success measures by the transition from OKAN to regular educational tracks, yearly drop-out rate, drop-out rate after 6+2 year (the ideal numbers of years necessary to finish school plus two), the delays in school careers, the changes between mainstream and vocational education and the number of pupils who leave school with a diploma or certificate.

The policy research centre on Educational and School Careers in Flanders is conducting a large-scale longitudinal study to examine the study careers of students throughout secondary education. In addition, they focus on equal educational opportunities for all minors. The research centre examines the evolution, determinants and the effects of socio-ethnic

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<sup>98</sup> Information gathered through information request at the **Interfederal Centre for Equal Opportunities**.

<sup>99</sup> Lamberts M. *et al.* Het Vlaamse inburgeringsbeleid geëvalueerd. Synthese. [The Flemish civic integration policy evaluated. Summary]. Leuven: HIVA / CEMIS, 2007.

<sup>100</sup> De Cuyper, P., M. Lamberts, and F. Pauwels. De efficiëntie, effectiviteit en impact van het Vlaamse inburgeringsbeleid geëvalueerd Synthese. [The efficiency, efficacy and impact of the Flemish civic integration policy evaluated. Summary]. Leuven: HIVA, 2007.

<sup>101</sup> Representative of the Minorities Forum. Stakeholder Interview 23.04.2014.

<sup>102</sup> Expert Migration Indicators, Policy Research Centre on Migration. Stakeholder Interview 24.03.2014. Expert Integration Indicators. University of Brussels, GERME. Stakeholder Interview 25.04.2014.

segregation in education, while it also evaluates the different aspects of policy on equal educational opportunities. Data for migrant children can be gathered by registering the spoken language at home, while another possibility is linking information to the National Register for nationality background.

In the Walloon Region an overview of all available integration indicators has been given in a single study. When focusing on minors special attention has been given to education. The goal is to compare the educational attainment of migrant children with the native population through control variables such as social status, social class and age. Other indicators such as educational level of the parents, the availability of domestic and cultural goods (dishwasher, car, books) were taken into consideration. The impact of parent's integration on the integration and well-being of their children is generally indirectly considered when evaluating children's education. When monitoring educational success by nationality background, the socio-economic situation of the parents is included as a control variable. Also the highest diploma of the mother and the spoken language at home are considered and included.

The UAM Unit of the Federal Department of Justice divides across gender and age in its yearly statistical information about the number and nationalities of unaccompanied minors which are received in Belgium and placed under guardianship. The Flemish Regional Indicators also monitor information on the nationality or countries of origin of these UAM. However, no systematic monitoring of the integration indicators of UAM specifically is conducted.

The Observatory for Health and Welfare of Brussels-Capital has gathered statistical analyses of birth weight and birth mortality, where a differentiation of migration background has been included. These data or indicators do not allow for monitoring at this stage, but concern exploratory research on specific vulnerabilities. In Brussels or the Walloon Region research has been conducted and data has been gathered, but this information is not systematically monitored.

### ***c) Trafficked Persons***

In accordance with Art. 4(a) of the *Convention*, the Belgian Government defines trafficking in human beings by the act of recruiting, transporting, transferring, harbouring or receiving a person, or taking or transferring control exercised over that person: 1. for the purpose of exploitation of prostitution or other forms of sexual exploitation; 2. for the purpose of exploitation of begging; 3. for the purpose of work or services in conditions contrary to human dignity; 4. for the purpose of organ removal in violation of the Law of 13.07.1986 on the removal and transplantation of organs, or removal of tissues or human corporal material in violation of the *Law of 19.12.2008 concerning the procurement and use of human corporal material on the removal and transplantation of organs for medical or scientific research purposes*; 5. or for the purpose of making that person commit a crime or misdemeanour against his or her will. Except in the case covered in sub-paragraph 5, it is immaterial whether or not the person mentioned in sub-paragraph 1 consents to the envisaged or actual exploitation. A "victim of an offence" is defined as any person having suffered damage (pecuniary, non-pecuniary, bodily injury) resulting from a criminal offence. Victims of trafficking are afforded certain rights (reflection period, assistance, residence permit) triggered by their identification and cooperation in the prosecution of their traffickers and resulting from the *Law on Foreigners of 15.12.1980* and the *Circular of 26.09.2008 on the implementation of multidisciplinary co-operation concerning victims of human trafficking*<sup>103</sup>.

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<sup>103</sup> GRETA (2013), Report concerning the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by Belgium. First evaluation round, p.73.

The *Circular* provides for two special cases of identification of victims of trafficking: trafficking victims working for diplomatic staff<sup>104</sup> and UAM.

Since trafficked persons are (often) not registered, it is very difficult to collect proper information. Hence, there is currently no practice of collecting centralised and standardised data, notably due to a lack of human and financial resources and the difficulties in cross-referring information because of the obligation to work with anonymous data<sup>105</sup>. It becomes also impossible to link information from the social security database to any other information, making them a very invisible and very vulnerable group in Belgium in general. Each concerned institution (federal police, the Social Inspection Offices of the Federal Public Service Social Security and Federal Public Service Employment, Labour and Social Dialogue, the prosecution counsels, DVZ and specialised reception centres (Payoke, Pag-Asa and Sürya) gathers information on the basis of its own remit. Hence using their own slight variants of the definition of VOT. Generally, a number of victims by type of exploitation are distinguished as presented in Table 1 (Part I): victims of sexual exploitation, victims of economic exploitation, victims of forced crime, victims of organ trafficking, and victims of forced begging. Gender, nationality, economic sector and age are common variables used in these monitoring processes. Next some institutions also monitor the progress in the juridical cases. However, little effort is made in the longitudinal monitoring of the social and economic integration of former VOT. The Federal Centre on Migration (former Centre for Equal Opportunities and Opposition to Racism (CGKR) publishes a report on human trafficking on a yearly basis which includes a compilation of those data. However, based on these data it is difficult to estimate the number of VOT due to the risk of overrepresentation (for example, a victim which is discovered by police, can be registered by a specialised centre and/or appear in the registers of the prosecution counsels) or analyse trends in the number of VOT over the years since differences can present an evolution in human trafficking as well as an improvement or weakening of the policy activities to combat human trafficking (for example via more police controls).

#### ***d) Other Vulnerable Groups***

At the Flemish level, specific integration measures are developed for other vulnerable groups among the target group defined at the website of the Integration Unit of ABB, <http://www.integratiebeleid.be/vlaams-integratiebeleid/doelgroepen-vlaams-integratiebeleid>, namely ‘caravan dwellers’ and immigrants from certain ethnic origins considered as especially vulnerable, such as Roma<sup>106</sup>. There are no separate evaluation practices for these vulnerable groups. Sexual orientation is not used as an indicator for TCN integration, and neither is disability. On the contrary, disability is registered and known for the entire Belgian population and a distinction could (in theory) be made by nationality background. But the numbers for TCN would be too small for significant and reliable results.

In the integration indicators in place, no divisions are made concerning ‘mode of entry’, ‘ethnicity’ or ‘country of origin’, but theoretically the integration of immigrants could be monitored by these groups if connections were made between existing administrative databases. This is primarily an issue of privacy and data exchange. ‘Mode of entry’ is indeed measured in the internal database of DVZ, creating an opportunity to draw links with the

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<sup>104</sup> Michielsen, J. *et al.* Promoting Integration for Migrant Domestic Workers in Europe. The Case of Belgium. International Migration Papers No. 116. Geneva: International Labour Organisation, 2013.

<sup>105</sup> GRETA (2013), Report concerning the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by Belgium. First evaluation round, p.73.

<sup>106</sup> Migrants with Roma background could be TCN, but in Belgium Roma migration is mainly intra-European migration. Yet in Belgium more and more attention has been given to this rather new migrant groups.

previously mentioned databases on education, health, labour market participation, CBSS etc. if the unique national registration number of every Belgian inhabitant is included in the Immigration database and such the above mentioned databases.

### II.3 Data collection mechanisms for monitoring migrant integration

In Belgium, the Flemish and the Federal government collect administrative data concerning integration. On all kinds of matters (labour market participation, socio-economic position, support on social welfare, civic integration, educational attainment, nationality, country of birth). Also in the Walloon Region government departments collect data, however, in a less systematic way. This collection of mainly administrative data resulted in elaborated databases, such as, the Crossroads Roads Bank for Social Security and the Crossroads Bank for Civic Integration (Flanders) and AGoDi (Flanders). By request, the datasets can be linked to other surveys of other stakeholders if the latter includes a social security number or number of inscription in the National Register or Aliens Register. Theoretically, this opens perspectives of monitoring the integration of migrant groups including vulnerable groups of women, naturalised migrants, asylum seekers, regularised migrants and migrant children in a longitudinal way. Three main criteria, however, have to be fulfilled: (1) during the data collection the same definitions of the target groups and same set of indicators have to be used, (2) the respective databases have to include enough cases (respondents and individuals of target groups) to compose the specific sub-groups (for example, there will be too few divorced women of Congolese origin depending on social support to create a separate category in the monitoring), and (3), last but not least, all request have to pass the information protection and privacy commissions. Much of this information is publicly available through databases online. But sensitive information at the individual level as well as linking different databases is not publicly available and a request for consultation should may be submitted to a data protection and privacy commission. Requesting, programming and coupling of the data is a long-lasting and costly endeavour. Moreover, some groups of migrants or migrant statuses will not appear in the administrative databases such as victims of human trafficking who are not granted the status as victim, migrant domestic workers or illegal migrants.

#### II.3.1 Data on migration in general

Belgium has several official databases that register the legally resident population in the country. The **National Register** is the main source for population and migration data. The National Register includes the population register (Belgians and foreigners with a permanent residence permit) and the **Register of Aliens** (foreigners with temporary residence permit for more than 3 months). Both of these registers contain data registered at the local level by cities and towns. The National Register also includes the waiting list in which asylum seekers are registered by DVZ. Based on the National Register, the official population figures and international migration data are calculated by the ADSEI of the FPS Economy. Since 1995, asylum seekers are no longer part of the official Belgian (and Flemish) population and migration rates. Only those who have refugee status or received subsidiary protection or a residence permit to acquire any other reason (family reunification, residence permit on humanitarian or medical reasons) are included after their recognition in the statistics.

#### II.3.2 Crossroads Bank Social Security (CBSS)

Being an important data source for monitoring and evaluation of integration by governmental and non-governmental agencies, it is worthwhile to discuss the Data Warehouse of the CBSS in more detail. During the last years, many government departments, independent public agencies and several academic research institutes and individual researchers consulted the CBSS for studies related to migration and integration of population with a migration

background. On the other hand, an interview with a representative of CBSS<sup>107</sup> and the Walloon DGASS<sup>108</sup>, learned that the Walloon Region does not make use of the data of the CBSS to study integration.

The federal CBSS was created in the 1990s to improve the efficiency of the social security system. In order to fulfil its objective, a data warehouse focusing on labour market and social protection was created to facilitate the access to all administrative databases related to this field (population register, databases of social security agencies in field of social welfare, pensions, social health protection, social assistance, unemployment allowance, etc.) and to support the development of statistical monitoring and scientific research. For all inhabitants who are registered in the National Register and Register of Aliens (Belgian nationals, holders of temporary and permanent residence permits, refugees, etc.) detailed information can be provided at individual and household level in the form of programmed cross-tabulations or databases with specific subsamples. CBSS is providing detailed information about the place of residence (state, region, province, economic department, town), nationality and migration background (first nationality, nationality of parents and grandparents, country of birth of the individual, parents and grandparents), demographic information (gender, detailed age categories, household type, position in the household and marital status, disability and child benefits), socio-economic situation (dependency on social welfare and social assistance measures, measures to enhance the labour market participation and specific reductions of social security contribution based on social reasons), labour market situation (labour regimes and cumulated labour time, labour market sector, activity type and NACE code, social security regime, Joint Committee for Social Dialogue, number of jobs, daily wage category, type of contract and activity and employment rate) and socio-economic mobility (trends in labour regime and activity and employment rate). No direct information is provided regarding the level of education, political participation, level of and participation in civic integration or reason for migration (visa, residence permits or work permits). As explained above, the data warehouse of CBSS can be linked to any other administrative or survey database by using the specific national registration number of the individual(s) whose data are consulted.

In Belgium, the origin of individuals is traditionally measured by their place of birth or nationality. No registration of ethnic background is made. This way only inhabitants holding a non-Belgian nationality or born outside Belgium appeared in the database as individuals with a migration background. Driven by the outcomes of several national and international research projects revealing the precarious situation of second and multi-generation immigrants in the field of education and labour market participation, massive lobbying was initiated by government departments, university centres and research institutes to develop an additional variable of foreign origin in order to include the impact of the migration process on these Belgian-born nationals with foreign origin. A recent link between the CBSS and the National Register makes it possible to draw figures on the socio-economic position of the entire Belgian population according to their origin (based on the country of birth of parents and grandparents). This provides a plethora of reliable data on the integration of first and multi-generation immigrants on the Belgian labour market, their social position, etc.

Theoretically CBSS could be a source for very detailed and even longitudinal monitoring and evaluation research on integration, even of specific vulnerable groups such as divorced TCN women, elderly with, children and youth migration background. Moreover, all surveys or other administrative databases (for example, the AgODi database of the Flemish department of Education and Training or CBCI of the Integration Unit of ABB containing the specific

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<sup>107</sup> Responsible coordinator of the Crossroads Bank of Social Security. Interview with stakeholder 08.04.2014.

<sup>108</sup> Representative for Integration Walloon DGASS, Interview with stakeholder 17.04.2014.

national register number of individuals can be linked to the CBSS. Nevertheless, some important interrelated limitations occur: lack of detailed data about some groups of populations, delays in availability of the data, information security and privacy protection aspects of personal information and the sometimes limited numbers of specific categories of populations.

First, next to undocumented migrants some other groups are under-recorded in the CBSS due to their underrepresentation in social security databases. For example, information about income, labour market position, employment status or labour regime is missing for workers in the informal labour circuit. The situation of part time domestic workers working in the Belgian regime of domestic servant serves as another illustration. Because the employers of part time domestic servants are exempted from paying social security contributions for these workers, they do not appear in the administrative data on social security. Hence, no data on their income, labour market position, employment status or labour regime is available. Secondly, because the CBSS is a collection of administrative data of different governmental departments, the availability of the data in CBSS depends on the availability of the data of the different governmental departments which results in a delay of one or two years. This makes the CBSS sometimes less useful for the impact evaluation of specific programmes. Third, CBSS has to follow a very restrictive privacy policy, demanding that all requests for consultation be approved by a privacy commission. Applications requesting very detailed information on specific groups encounter important difficulties in obtaining such approval. Secondly, the effective numbers of individuals of specific categories of populations are sometimes too low in the data sets to use for analytic purposes. Moreover, because of the CBSS's privacy policy these data are usually presented at an aggregated level, such as, major regions of origin instead of nationalities or by a projected value 1-3 instead of 1, 2 or 3.

### *II.3.3 Regional data sources on integration*

The CBCI of ABB of the Flemish Government is an internal database containing information delivered by the Reception Bureaus. The CBCI works as client tracking system with data on the civic integration trajectory and background data of migrants following a civic integration process. To make its CBCI useful for monitoring and evaluating its civic integration programmes, ABB adds some categories on migration background (1) to distinguish within the target group of the Flemish integration policy those who are obliged (mainly all newcomers of non-EU+ countries who reside legally in Flanders) and those who are entitled to follow the civic integration programme (all newcomers and oldcomers of EU+ countries in Flanders and all newcomers and oldcomers in the Flemish-speaking part of the Brussels-Capital Region with exemption of tourists, international students, diplomat staff and particular types of labour migrants) and (2) to include information about the reasons of entry and administrative migration or residence status.

The AGoDi Database of Department of Education and Training of the Flemish Government provides information about the educational track, school careers, delays in school trajectories, dropout rates, the number, age and nationality of newcomers in OKAN, the transition of these newcomers to mainstream education. It creates the possibility to evaluate cohorts of students on a longitudinal basis, which results in the possibility to evaluate systematically the impact of the OKAN programme of the Flemish government. However, till now, the Department of Education and Training was not making these evaluations. After continuous lobbying by stakeholders in the field of education for immigrant youth, researchers and the Integration Unit of ABB, this attitude is changing.

The Walloon Region attempted to monitor by collecting information on education. The aim was to compare educational attainment of pupils of immigrant origin with that of the

indigenous population, through social control variables such as social status, social origin and age. The level of education of the general population - in the absence of administrative measuring data - can only be measured through surveys. The two main surveys for this purpose are the 'General Socio- Economic Survey' and the 'Labour Force Survey'. The 'Socio- Economic Survey' has the advantage that it focuses on the entire population and allows comparison of sub-populations. However, the disadvantage is that it only dates to 2001. The LFS data are more recent but require the construction of confidence intervals and do not allow for the refining of results by region.

#### *II.3.4 Gaps in data sources*

An important gap in data collection concerns the **undocumented migrants** who are not included in official databases and therefore are not part of the administrative databases. An exception is the data on forced and voluntary return (which often regard foreigners without legal residence permit) which can be consulted via FedAsil, the public agency responsible for the return policy in Belgium. Furthermore, because education, child care and maternity care is a legal right for all inhabitants in Belgium regardless of their legal-administrative migration status, these databases contain information of both legal and illegal migrants. However, since there are problems of registration of this legal-administrative status due to its voluntary character, it is difficult to make an accurate analysis on basis of this variable. **Temporary migration** (for stays of less than 3 months in Flanders and Belgium and less than 12 months in Europe) is not part of the administrative databases either.

Also there is insufficient data (qualitative and quantitative) to monitor disadvantaged groups in general, and especially for TCN. Part of the problem lies in the fact that monitoring is generally done with standardised methods while vulnerable groups can change and vary in time. Another obstacle is the monitoring of vulnerable groups within a vulnerable group (e.g. a person with physical disability who is also a victim of human trafficking).

#### *II.4 Impact on and of European Standards*

The main tools for information at national level and at the request of the European authorities have already been mentioned above, therefore we will not go into detail. However, it is important to note that the Zaragoza indicators are definitely part of the integration indicators used in Belgium and especially in the Flemish Community. Employment and education are both important research subjects which have been evaluated several times. Research on social inclusion (such as political participation of ethnic minorities in Belgium) has also been an academic research topic<sup>109</sup>. However, a remark has been made concerning 'active citizenship'. A key informant mentioned that not all EU indicators are relevant at the national level<sup>110</sup>. Previously, there were no commitments linked to nationality acquisition (such as language or civic integration courses) which made it difficult to measure the state of integration of the individual by focusing on the acquisition of nationality. Also mentioned was that the EU requests specific data on different themes, focusing on the member state level, while in Belgium the political reality is more complex. Providing integration-related data at a national level is a difficult task, since statistics, definitions and data collection can vary from one region to another. As a result, unreliability of data can occur.

The EU plays an important leading role when it comes to monitoring, evaluating and policy making. The last few years were important to define common integration indicators. In

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<sup>109</sup> Wauters, J., J. Michielsen, and C. Timmerman. Romazelforganisaties in Vlaanderen: Partners in een integratieverhaal? [Roma Self-organisations in Flanders. Partners in Integration?]. Antwerp: Policy Research Centre on Integration, 2013.

<sup>110</sup> Responsible coordinator of the Crossroads Bank of Social Security. Interview with stakeholder 08.04.2014.

Flanders, integration is seen as a two way process in which the host society is also responsible for the success of integration. The Flemish government is working on the accessibility of all institutions and services while social participation is actively stimulated. At the same time all member states show effort to examine the level of integration in their territories making comparisons on an international level possible. The European Union played a role in the discourse of best practices as well, while it also makes recommendations to the Member States and a number of European funds are created to deploy EU directives on the national level. For example great importance was attached to the transition from school to work (OKAN). Also preparatory actions for future migrants were conducted in the countries in cooperation with the EU<sup>111</sup>. Due to EIF funding it was possible to examine how the participation in leisure activities of new coming minors could be stimulated.

## II.5 Impact of evaluations

In Belgium, monitoring and evaluation of integration is still new. Therefore it is hard to tell if integration measures and initiatives are informed by evaluations in the past. The Flemish government at least formally attributes significant importance to the role of evaluations of current integration policy and measures as input to improve, adjust or otherwise feed into future policy strategies and measures. In its annual Integration Policy Briefs, the Flemish government consistently lists the monitoring of integration and policy evaluations one of the policy priorities and its *Integration Policy (2009-2014)*<sup>112</sup> states that: “An inclusive and coordinated policy that aims to be effective and efficient, must from the phase of planning and development be grounded in the reality. This supposes an intensive systematic follow-up, monitoring and evaluation of policy.”<sup>113</sup>

The policy documents discussed clearly indicate that evaluation of policy is an integral part of the integration policy, and sufficient measures are taken to implement this component. A special Policy Research Centre on Integration has been erected for the purpose of performing monitoring, evaluations and other policy supporting research on integration. Moreover the establishment of the numerous other mechanisms (such as the CBCI) has been embedded in those same policy documents, thereby constituting what we would call an ‘integral part’ of integration and civic integration policy. We do however not dispose of sufficient insight in policy formulation processes to conclude on the extent to which this lives up to reality.

In contrast the key informants of the Flemish Community were rather sceptical. According to them (general) information and data concerning integration is indeed available. This data is also consulted by the social partners and the policy makers, but there is no immediate impact noticeable on policy. However, there are some initiatives concerning anti-discrimination at the labour market, but these are free of obligations. According to them, certain initiatives could be the result of evaluations and monitoring, but the progress made develops very slowly. A remark was made on the fact that policy making is not just a technocratic issue, but is also affected by political and budgetary choices and ideologies, which was also acknowledged by the key informants of the Walloon Region. While some informants believe that new initiatives are not really informed by past initiatives, others focus on the importance of these evaluations for future policy making. A specific example of an integration measure that is informed by

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<sup>111</sup> More information can be found on following website: <http://www.migreren.inburgering.be/>.

<sup>112</sup> Belgium / Viceminister-president van de Vlaamse Regering en Vlaams minister van Bestuurzaken, Binnenlands Bestuur, Inburgering, Toerisme en Vlaamse Rand (2009). Beleidsnota Inburgering en Integratie (2009-2014) [Policy note on civic integration and integration (2009-2014)], p. 54.

<sup>113</sup> Belgium / Viceminister-president van de Vlaamse Regering en Vlaams minister van Bestuurzaken, Binnenlands Bestuur, Inburgering, Toerisme en Vlaamse Rand (2009). Beleidsnota Inburgering en Integratie (2009-2014) [Policy note on civic integration and integration (2009-2014)], p. 7.

previous evaluations is the ‘Pact 2020’<sup>114</sup>. In 2009 the Flemish Government, social partners, trade unions, federations, employers' organisations, provinces, cities and municipalities, advisory boards and other organisations signed the pact 2020. The signatories of the pact are committed to work to achieve the 20 goals by 2020. These goals focus on prosperity and well-being, economy, labour market, quality of life and management. These results are being measured every year by using previous indicators to see if the targets will be met by 2020.

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<sup>114</sup> <http://www.vlaandereninactie.be/en/about/pact-2020>.

## Part III - Conclusions and Recommendation

### III.1 Conclusion

In terms of jurisdiction, integration is a community matter in Belgium, meaning that integration policies, evaluations and monitoring may vary depending the community. Migration on the contrary is a federal competence. While describing the existing monitoring mechanisms for the integration of migrants, we focused on the Flemish and Walloon Region and Brussels-Capital region. When relevant for this report, attention has been rewarded to the instruments of the federal government as well.

In the last decade, the Flemish Community has played an active role and devoted more and more attention to the monitoring of integration. Research has been conducted and instruments have been developed to measure the state of integration. Currently there are several indicators available, with a special focus given to socio-economic indicators which are applicable to the entire society, including TCN. Recently, the possibility of linking the CBSS and National Register data provides information on the socio-economic position of the Belgian active population (aged 20-60 years) according to their origin. Many other useful and reliable databases, such as the CBSS and the CBCI, can be applied for integration monitoring purposes. The collection of different databases and successful experiment of linking the CBSS to the National Register proves that there is sufficient information for linking variables on origin to socioeconomic variables, which creates endless possibilities for monitoring immigrant integration<sup>115</sup>.

Although the importance of monitoring in Flanders has been acknowledged and efforts have been made, the monitoring of specific risk groups is still very limited. There are no monitoring instruments focusing particularly on (specific) women. Children are not a target group of civic integration<sup>116</sup>, while victims of trafficking are under the responsibility of the federal government. Monitoring is also limited due to other factors such as the changing profile of vulnerable groups, the limited number of these individuals, the level of responsibility (regional versus federal) and the lack of expertise and data for these specific groups<sup>117</sup>.

In French-speaking Belgium on the other hand, monitoring of the integration of migrants is still in its infancy. The Walloon Region has been conducting research on issues related to social cohesion and integration as well, but this is very limited. Currently, there is no tradition of longitudinal research or of systematic monitoring, meaning that there is no specific focus on vulnerable groups. This can partially be explained by a history of different approaches towards integration in the Belgian regions. However, the Walloon Region has voted a new decree that is comparable to the Flemish Decree, which might cause significant change in their evaluation and monitoring practices in the future.

Based on desk review, information requests and interviews with key-informants important remarks, questions and recommendations were made regarding monitoring and evaluations of integration policies in Belgium and the EU.

Monitoring in general is done with standardised methods while migration flows, demographic compositions and vulnerable groups can change and vary in time. An important remark is that

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<sup>115</sup> Boone, D.(2012) “Monitoring Integration in Belgium.” In *Measuring and monitoring immigrant integration in Europe. Integration policies and monitoring efforts in 17 European countries*, edited byds. R. Bijl, and A. Verweij, 69-80. The Hague: The Netherlands Institute for Social Research,p. 76.

<sup>116</sup> Children are not a target of civic integration, but monitoring on integration of children is done by other Departments and organisations. For more information see part II.1 and II.2.

<sup>117</sup> Information obtained through interviewing key-informants.

there are no instruments or tools available which make it possible to detect new vulnerable groups faster. Often these groups are already in a precarious situation before they are visible to policy makers. Methods should be found to be more pro-active in detecting vulnerable groups. Also accessibility of the institutions by vulnerable groups is not monitored. Specific monitoring instruments focusing on their (accessibility to) welfare is missing.

An important remark concerning monitoring of specific subgroups within the vulnerable groups was mentioned. The key-informants were not convinced of the utility of such monitoring, since the numbers for TCN are already very low, meaning that numbers for specific groups within TCN would be very rudimentary.

Another concern was that European comparisons at Member State level can be difficult. Comparing active citizenship by focusing on nationality acquisition could give distorted results, because nationality laws are different and vary from country to country. Some EU-member states have a more tolerant nationality acquisition policy than other EU-member states. A possible solution might be to compare migration background instead of nationality. Unfortunately, this information is not available for every EU-member state.

Also mentioned was that when monitoring and evaluating the focus should be on the sociological reality of a country. Everyone in a precarious situation should have the opportunity access special attention, regardless of their status or nationality backgrounds. This includes intra-European migrants, which are becoming more and more visible in Belgium. Every country has its own history, its own vulnerable groups with specific problems. In addition it was also mentioned that an option could be to establish a new department within the EU administration that could focus on these groups as well.

As already mentioned in the report, European indicators are applicable at Member State level, which is not always convenient, because many policies do not exist at Member State level but at the regional level. More focus on indicators for particular situations in the Member States would be more efficient to work with. Also when monitoring and evaluating, the main focus is often on statistical data. However, a lot of important research is also gathered through qualitative research and action orientated research. This information cannot be used for monitoring or evaluation and is often not acknowledged. Key informants mentioned that these research projects can contain very crucial information and that the general attitude towards qualitative research should change in a positive way.

To conclude, this elaborated presentation of the large number of mechanisms at different levels most likely gives the reader a feeling of losing overview. Indeed, the strong fragmentation of the monitoring of integration in Belgium, which is done in various policy domains, by various actors, and at various levels in a coordination vacuum, constitutes the biggest challenge for optimizing Belgian integration monitoring and policy evaluations.

### III.2 Recommendations

- A tradition of systematic monitoring and evaluating integration has to be established in the Walloon Region similar to the Flemish Community and the federal level with well-defined sets of indicators and target groups.
- More coordination and streamlining of the monitoring and evaluation is needed with the aim to create more comparable sets of indicators and better task-divisions resulting in a more firm and comprehensive monitoring and evaluation of integration at the different levels. This would also make it possible to compare the impact of integration policies across the different communities.

- General information and data concerning integration is available and consulted by the social partners and the policy makers, but there is no immediate impact noticeable on policy.
- More efforts have to be made to develop definitions and sets of indicators to monitor the integration of specific vulnerable groups of migrants, particularly sub-categories of migrant women, victims of human trafficking and irregular migrants.
- Although very good databases to measure the impact of the integration of migrants (even for vulnerable groups) exists, they should be more accessible to a more low-cost price for research centres, government departments and other relevant stakeholders for monitoring.
- Comprehensive evaluations of the process, output, outcome or impact of integration measures based on certain criteria of efficiency or effectiveness are in comparison to the monitoring initiatives not yet systematically embedded in Belgium. The evaluation framework, which was developed for the Integration and Civic Integration Unit of the Flemish Administration by HIVA within the framework of the Policy Research Centre on Integration<sup>118</sup>, could serve as a good example in this regard.

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<sup>118</sup> González Garibay, M., and P. De Cuyper. An evaluation framework for the Flemish integration policies. Antwerp: Policy Research Centre on Integration, 2013.

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**Law**

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Belgium / 2004-05-16/30 (16.05.2004)

Belgium / 2013-01-14/01 (14.01.2013)

Franse Gemeenschap / 2009-04-30/19 (30/04/2009)

Franse Gemeenschap / 2014-03-27/33 (27.03.2014)

Vlaanderen / DVR 2013-06-07/41 (07.06.2013)

Vlaanderen / DVR 2009-04-30/96 (30.04.2009)

Vlaanderen / DVR 2003-02-28/48 (28.02.2003)

## Annex

### Annex I. Policy documents treating migrant integration

Policy Document	Policy Area	Duration	Specific focus?
<b>Federal Government</b>			
Asylum and Migration Policy	Migration & Migrant Integration		Entry, return, asylum, naturalisation, unaccompanied foreign minors, human trafficking General population including migrants
Social Integration, anti-Poverty, and Social Economy Policy	Social welfare and fight against poverty Wellbeing Social Inclusion		Beneficiaries of social support Integration of TCNs in the labour market
Equal Opportunities Policy	Equal Opportunities and Anti-Racism: Diversity, disability, age, gender		General population Flandres
Action Plans against trafficking in Human Beings	Human Trafficking and Smuggling	2 years	Victims of human trafficking
<b>Flemish Community &amp; Flemish Region</b>			
Integration and Civic Integration Policy	Integration & Civic Integration	5 years	General migrants: EU27 and non-EU27
Integrated Action plan Integration Policy	Integration & Civic Integration	2 years	General migrants: EU27 and non-EU27
Action Plan MEE Migrants (Roma)	Integration & Civic Integration	1 year	Migrants from Middle and Eastern Europe, Roma
Strategic Plan Caravan Dwellers	Integration & Civic Integration	2 years	Roma
Education Policy	Nursery, primary, Secondary and advanced education; vocational training, adult education	5 years	General population Flandres Reception classes for non-Dutch foreign speaking minors Dutch language course for adult (NT2)
Employment Policy	Labour market activation, unemployment, training	5 years	General population Flandres Unemployed foreign nationals with labour market disabilities
Equal opportunities	Diversity, disability, age, gender	5 years	General population Flandres
<b>Walloon Region</b>			
Social Cohesion Plan	Social Cohesion	4 years	General Population Wallonia

## Annex II. Summary table of different monitoring initiatives

FEDERAL									
Who?	Interfederal Centre for Equal Opportunities	Federal Centre of Migration	Federal Centre of Migration	FPS Employment, Labour and Social Dialogue	Ministry of Social Integration, anti-Poverty Policy, Social Economy and Federal Urban Policy	UAM Unit of the Federal Department of Justice	Federal Public Service Home Affairs	Home Affairs FPS – Immigration Office	Fedasil
Scope: Project / Policy	Policy	Policy	Policy	Policy	Policy	Policy	Policy	Policy	Policy
Indicators Used: Yes/No Overview	Discrimination (perceived, experienced, objective)  Labour market participation (employment/unemployment ; socio-economic mobility ; activity rate ; labour market position)  Housing (owner vs. rent; quality of housing)  Educational attainment (educational tracks, early unqualified school leaving, school performance, delays in school careers)  Social Cohesion (perceptions on foreigners)  Belgian vs. major minority groups	Migration (stocks & flows)  Residence permits  Asylum seekers  Irregular migrants  Foreign nationality  Country of birth  Foreign origin & migration background	Number of VOT  Nationality  Economic sector  Type of VOT	Labour market participation (employment/unemployment ; socio-economic mobility ; activity rate ; labour market position)  Nationality  Country of birth  Belgian vs. TCN vs. EU27	Beneficiaries of social welfare  Beneficiaries of assistance  Aggregated information on nationality: (Belgian, EU27, non-EU27)	Entries  Registration  Gender  Age  Guardianship  Application for asylum	National Register of population data consisting of a) population and aliens register, maintained by municipalities, and b) waiting list for asylum seekers, maintained by the Immigration Department (with information on asylum, accompanying persons and asylum procedure), including information about birth, naturalisation, reason residence. important source of migratory flows and stock.	Internal database with information on visas, asylum, residence permit, foreign students and actions against illegal / irregular migration; and annual and monthly figures for asylum applications and decisions, including data on nationality and unaccompanied minors; and number of applications and decisions about humanitarian regularization	Internal database on reception of asylum seekers in Belgium and figures on the capacity and the procedure state of the people trapped, voluntary return (by nationality and status), and annual reports and resettlement
Policy Based / Outcome Based	Both	Both	Both	Outcome	Outcome	Outcome	Policy	Policy	Outcome/Policy
Focus on Women: Yes / No Overview	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)
Focus on Children	Yes,	No	Yes	NO	Yes	Yes	Yes	Yes	Yes

Yes / No Overview	especially on school attainment		Minor VOT		Some age division	UAM	Nationality	UAM	
Focus on Trafficked Persons: Yes / No Overview	No	No	Progress anti-trafficking and anti-smuggling policy Numbers VOT Juridical cases	No	No	No	No	Yes/No (depends if VOT are asylum applicants)	Yes

FEDERAL									BRUSSELS
Who?	Commissioner General for Refugees and Stateless Persons	CBSS	National Employment Office	National Office for Family Benefits for Employees	National Social Security	Institut Scientifique de santé publique – National Survey on Health	King Baudouin Foundation	ITENERA Think Tank	Brussels Institute for Statistics and Analysis
Scope: Project / Policy	Project	Policy	Policy	Policy	Policy	Policy	Project	Project	Policy
Indicators Used: Yes/No Overview	internal database and annual and monthly statistics on asylum applications, including data on nationality and unaccompanied minors, and some decisions by the Immigration Department as recognition refugee status and subsidiary protection status (Nationality)	socio-economic status  Labour market participation (employment/unemployment ; socio-economic mobility ; activity rate ; labour market position)  Place of residence, Support of social welfare and assistance  Support of Social Security  Nationality  Country of birth  Belgian vs. TCN vs. EU27	Unemployment by nationality group (Belgian / EU / non-EU)	Beneficiaries in Belgium and abroad, among others, according to country of origin, country of residence, nationality and status (such as political refugee)	database on recruitment and employment of employees determined by the employer, including foreign workers	Perceptions on health  Health utilisation  Health behaviour  Nationality  Country of birth  Age  Socio-economic position	Labour market participation of highly skilled newcomers and overqualification  Educational attainment (educational tracks, early unqualified school leaving, school performance, delays in school careers)  Family reunification	Labour market participation  Educational attainment	Population data, including nationality group and waiting list, evolution as migration and nationality changes
Policy Based / Outcome Based	Outcome	Outcome based	Outcome/Policy based	Outcome/Policy based	Outcome based	Outcome	Both	Both	Outcome
Focus on Women: Yes / No Overview	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)
Focus on Children: Yes / No Overview	Yes	No	No	No	No	General division by age	Yes, especially on school attainment	Yes, especially on school attainment	Yes (briefly)
Focus on Trafficked Persons: Yes / No Overview	Yes	No	No	No	No	No	No	No	No



BRUSSELS		FLEMISH COMMUNITY							
Who?	Actiris	ABB	SVR	Department of Work and Social Economics & Policy Research Centre on Labour and Social Economy	AgODi/Department of Education	Department of Youth, Culture and Sports & Policy Research Centres on Youth, Sports, Culture and Media	Policy Research Centre on Integration	Policy Research Centre on Equal Opportunities	Policy Research Centre on School Trajectories
Scope: Project/ Policy	Policy	Policy	Policy	Policy & project	Policy	Policy & project	Project	Project	Project
Indicators Used: Yes/No Overview	Yes (statistics and reports on the labor market in Brussels and Brussels-Capital Region groups by nationality (Belgian / EU / non-EU)	Integration process Nationality (history) Residency status, Educational level Employment status Equal opportunities Inclusion and diversity Uptake civic integration programme (participation, contracts, certificates) Belgian vs. TCN vs. EU27	Social cohesion (perceptions about foreigners) Labour Market participation (employment/unemployment ; socio-economic mobility ; activity rate ; labour market position) Belgian vs. TCN vs. EU27 Belgian vs. people with foreign/migration background Poverty (subjective, objective) Housing (owner vs. rent; quality of housing) Health (perceived, health care utilisation) Nationality Belgian vs. TCN vs. EU27 Foreigner	Labour market participation (employment/unemployment ; socio-economic mobility ; activity rate ; labour market position) Belgian vs. TCN vs. EU27 Belgian vs. people with foreign/migration background	Uptake OKAN programme Geographic spread OKAN programme Transition OKAN pupils to mainstream education Nationality	Participation to cultural activities Participation to leisure activities Participation to sport activities Use of media Belgian vs. TCN vs. EU27	Migration trends Provision civic integration facilities Educational attainment (transition of OKAN to mainstream education; early unqualified school leaving, school performance, delays in school careers of OKAN pupils) Labour market position of participants to the Civic Integration Programme Socio-political integration by successful partnerships of migrant organisations	Conducted research focuses mainly on anti-Discrimination Law, Disability and Gender	Educational attainment (educational tracks, early unqualified school leaving, school performance, delays in school careers) Transition education-labour market Belgian vs. TCN vs. EU27 Belgian vs. people with foreign/migration background
Policy Based/ Outcome Based	Outcome based	Both	Outcome	Outcome	Outcome	Outcome	Both	Policy	Outcome
Focus on Women: Yes/ No Overview	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)		Yes (gender division is possible)	Not specifically, however, some analysis of juridical cases on the ban to wear scarfs in public and private spheres	Yes (gender division is possible)
Focus on Children	No (Children are not	Yes	Yes	No	Yes	Yes	Yes	No	Yes, especially on

Yes / No Overview	part of the active population)	Briefly	Some age division				evaluation of OKAN evaluation of school project for Roma children		school attainment
Focus on Trafficked Persons: Yes / No Overview	No	No	No	No	No	No	No	No	No

FLEMISH COMMUNITY						WALLOON REGION			
Who?	Policy Research Centre for the fight against poverty, insecurity and social exclusion	Flemish Agency for Care and Health	Flemish Social Housing	The Minority Forum	Expertise Centre Migration-Integration	CRI	IWEPS	FOREM	Think Tank Pour la Solidarité
Scope: Project / Policy	Project	Policy	Policy	Project	Policy/project	Policy	Policy	Labour Market	Project
Indicators Used: Yes/No Overview	poverty rate social security uptake beneficiaries social welfare house ownership labour market position Nationality Foreigners	Statistics on health situation and birth according to nationality of mother	Beneficiaries of social housing (Belgian / foreign nationality)	Education, media, labour market, discrimination and diversity based on studies of other institutes	No Follow-up legal developments on migration and integration Follow-up general integration policy and activities Follow-up local integration policies activities	Uptake civic integration programme	Labour market participation No indicators on immigration	Transition for unemployment to labour market Belgian vs. TCN vs. EU27 Age	No
Policy Based / Outcome Based	Outcome	Outcome/Policy	Outcome based	Both	Policy	Outcome	Outcome	Outcome	Both
Focus on Women: Yes / No Overview	Yes (special focus on migrant women)	Yes ( current nationality and nationality background)	Yes (gender division is possible)	Yes			General division by gender	General division by gender	Yes
Focus on Children Yes / No Overview	Yes	Yes (health situation of minors)	No	Yes education			General division by gender	NO	Yes
Focus on Trafficked Persons: Yes / No Overview	No	No	No	No	No	No	No	No	No

WALLOON REGION			LOCAL AUTHORITIES			INTERNATIONAL			
Who?	Observatoire de loyer Survey 2008	La Banque de Données Médico-sociales de l'Office de la Naissance et de l'Enfance	City of Antwerp	City of Ghent	Limburg Province	MIPEX Contact point Belgium GERME, ULB	EUROSTAT	European Migration Network Contact point Belgium	OECD Review on migrant integration
Scope: Project / Policy	Project	Policy	Policy	Policy	Policy	Policy	Policy	Project	Project
Indicators Used: Yes/No Overview	Quality of housing Square metres of housing Belgian vs. Naturalised Belgian vs. European vs. major nationality groups (Morocco, Turkey, Congolais) Household income Household type Age	Health of mother and child Language of mother Date of arrival of mother Labour market situation Nationality	figures and interactive maps and tables at district, local and neighbourhood levels, including demographic and economic data according to nationality and ethnic groups)	Figures and interactive maps and tables at district, local and neighbourhood levels, including demographic and economic data according to nationality and ethnic groups)	Figures for non-Belgian population in the province of Limburg, also at the municipal level, including data on nationality (changes), refugees and asylum seekers and origin)	MIPEX Indicators	EU Indicators	Access to social security in Belgium UAM Reception, return and integration arrangements	Yes (employment and education)
Policy Based / Outcome Based		Outcome	Outcome	Outcome/Policy	Outcome/Policy	Policy	Policy based	Both	Policy
Focus on Women: Yes / No Overview	No	General division by gender	Yes (gender division is possible)	Yes (gender division is possible)	Yes (gender division is possible)	Yes	Yes	Yes (gender division is possible)	Yes (gender division is been made)
Focus on Children Yes / No Overview	No	Yes	Yes (briefly)	Yes (briefly)	Yes (briefly)	Yes	Yes	Yes UAM	Yes (Pisa)
Focus on Trafficked Persons: Yes / No Overview	No	No	No	No	No	No	No	No	No

FEDERAL									
Who?	Interfederal Centre for Equal Opportunities	Federal Centre of Migration	Federal Centre of Migration	FPS Employment, Labour and Social Dialogue	Ministry of Social Integration, anti-Poverty Policy, Social Economy and Federal Urban Policy	UAM Unit of the Federal Department of Justice	King Baudouin Foundation	ITENERA Think Tank	Institut Scientifique de santé publique – National Survey on Health
Scope: Project / Policy	Policy Non-discrimination equal opportunities (Diversity Barometer & Tolerance)	Policy Migration	Policy Anti-trafficking & anti-smuggling	Policy Labour and Social Policy	Policy Social Integration, anti-Poverty, Social Economy and Federal Urban	Policy Guardianship Act 2004	Policy & Project General integration and migration	Policy Integration	Policy Health
Indicators Used: Yes/No Overview	Discrimination (perceived, experienced, objective) Labour market participation (employment/unemployment ; socio-economic mobility ; activity rate ; labour market position) Housing (owner vs. rent; quality of housing) Educational attainment (educational tracks, early unqualified school leaving, school performance, delays in school careers) Social Cohesion (perceptions on foreigners) Belgian vs. major minority groups	Migration (stocks & flows) Residence permits Asylum seekers Irregular migrants Foreign nationality Country of birth Foreign origin & migration background	Number of VOT Nationality Economic sector Type of VOT	Labour market participation (employment/unemployment ; socio-economic mobility ; activity rate ; labour market position) Nationality Country of birth Belgian vs. TCN vs. EU27	Beneficiaries of social welfare Beneficiaries of assistance Aggregated information on nationality: (Belgian, EU27, non-EU27)	Entries Registration Gender Age Guardianship Application for asylum	Labour market participation of highly skilled newcomers and overqualification Educational attainment (educational tracks, early unqualified school leaving, school performance, delays in school careers) Family reunification	Labour market participation Educational attainment	Perceptions on health Health utilisation Health behaviour Nationality Country of birth Age Socio-economic position
Policy Based / Outcome Based	Both	Both	Both	Outcome	Outcome	Outcome	Both	Both	Outcome
Focus on Women: Yes / No Overview	General division by gender	General division by gender	General division by gender	General division by gender	General division by gender	General division by gender	General division by gender	General division by gender	General division by gender

Focus on Children Yes / No Overview	Yes, especially on school attainment	No	Yes Minor VOT	N/A	Yes Some age division	Yes UAM	Yes, especially on school attainment	Yes, especially on school attainment	General deviation by age
Focus on Trafficked Persons: Yes / No Overview	No	No	Progress anti-trafficking and anti-smuggling policy Numbers VOT Juridical cases	No	No	No	No	No	
FLEMISH COMMUNITY									
Who?	SVR	ABB	Expertise Centre Migration-Integration	Department of Work and Social Economics & Policy Research Centre on Labour and Social Economy	AgODi/Department of Education	Department of Youth, Culture and Sports & Policy Research Centres on Youth, Sports, Culture and Media	Policy Research Centre on Integration	Policy Research Centre on Equal Opportunities	Policy Research Centre on School Trajectories
Scope: Project / Policy	Policy Migration Integration Civic Integration	Policy Integration Civic Integration	Migration & Integration Context analysis Local governments	<i>Policy</i> <i>Employment</i>	Policy Education and training	Policy & project Youth	Policy and Project Integration Civic Integration	Policy Discrimination	Policy Education
Indicators Used: Yes/No Overview	Yes Social cohesion (perceptions about foreigners) Labour Market participation (employment/unemployment ; socio-economic mobility ; activity rate ; labour market position) Poverty (subjective, objective) Housing (owner vs. rent; quality of housing) Health (perceived,	Yes Uptake civic integration programme (participation, contracts, certificates) Belgian vs. TCN vs. EU27	No	Yes Labour market participation (employment/unemployment ; socio-economic mobility ; activity rate ; labour market position) Belgian vs. TCN vs. EU27 Belgian vs. people with foreign/migration background	Yes Uptake OKAN programme Geographic spread OKAN programme Transition OKAN pupils to mainstream education Nationality	Participation to cultural activities Participation to leisure activities Participation to sport activities Use of media Belgian vs. TCN vs. EU27	Yes, Provision civic integration facilities Educational attainment (transition of OKAN to mainstream education; early unqualified school leaving, school performance, delays in school careers of OKAN pupils) Labour market position of participants to the Civic Integration Programme Socio-political integration by	Religion	Yes Educational attainment (educational tracks, early unqualified school leaving, school performance, delays in school careers) Transition education-labour market Belgian vs. TCN vs. EU27 Belgian vs. people with foreign/migration background

	health care utilisation) Belgian vs. TCN vs. EU27						successful partnerships of migrant organisations		
Policy Based / Outcome Based	Outcome	Both	Policy	Outcome	Outcome	Outcome	Both	Policy	outcome
Focus on Women: Yes / No Overview	Yes General division by gender	Yes General division by gender		Yes General division by gender	General division by gender		Yes General division by gender	Not specifically, however, some analysis of juridical cases on the ban to wear scarfs in public and private spheres	Yes General division by gender
Focus on Children: Yes / No Overview	Yes Some age division	No		No	Yes	Yes	Yes evaluation of OKAN evaluation of school project for Roma children	No	Yes, especially on school attainment
Focus on Trafficked Persons: Yes / No Overview	No	No	No	No	No	No	No	No	No
FLEMISH COMMUNITY			WALLOON REGION						
Who?	VDAB	Child & Family	CRI	IWEPS	FOREM	Think Tank Pour la Solidarité	Observatoire de loyer Survey 2008	La Banque de Données Médico-sociales de l'Office de la Naissance et de l'Enfance	
Scope: Project / Policy	Policy Flemish labour & employment policy Projects Own projects to enhance labour market participation	Policy Health and Family Welfare	Policy Integration Civic Integration	Labour Market	Labour Market	Policy Labour Market Integration	Policy Housing	Policy Health	
Indicators Used: Yes/No Overview	Yes Labour market participation (employment/unemployment ; activity rate ; labour market position;	Yes Poverty (Poverty (subjective, objective) Maternity health (uptake of pre-natal and post-	Uptake civic integration programme	Labour market participation No indicators on immigration	Transition for unemployment to labour market Belgian vs. TCN vs. EU27	No	Yes Quality of housing Square metres of housing Belgian vs. Naturalised	Yes Health of mother and child Language of mother Date of arrival of	

	labour aspiration) Belgian vs. TCN vs. EU27 Nationality Educational level Age	natal care; health situation and development of children) Belgian vs. TCN vs. EU27 Nationality & Country of birth Irregular & regular			Age		Belgian vs. European vs. major nationality groups (Morocco, Turkey, Congolais) Household income Household type Age	mother Labour market situation Nationality
Policy Based / Outcome Based	Outcome		Outcome	Outcome	Outcome	Policy		Outcome
Focus on Women: Yes / No Overview	General division by gender	Yes, Special focus on pregnant and child-caring women		General division by gender	General division by gender	Yes	No	General division by gender
Focus on Children Yes / No Overview	No	Yes, Special focus on children under age of 5		General division by gender	NO	Yes	No	Yes
Focus on Trafficked Persons: Yes / No Overview	No	No	No	No	No	No	No	No

## Annex III Summary table of indicators used

	<b>Indicators Exist (Yes/No)</b>	<b>Data Collected (Yes/No)</b>
<b>Respect of basis values of the EU</b>	Yes (integration is a two-way process and crucial societal domains are: health, welfare, housing, labour and education)	SCV-survey of the SVR
<b>Employment (including unemployment)</b>	Socio-economic position, (un)employment, (in)activity, socio-economic mobility	VDAB (public employment service of Flanders) VRIND, Interfederal Centre for Equal Opportunities and the Federal Centre of Migration, Child & Family, VDAB, Acritis, Flemish Department Work and Social Economy/Policy Research Centre on Work and Social Economy, Federal Public Service Employment, Labour and Social Dialogue, CBSS
<b>Awareness of the host society (language, history, institutions)</b>	Yes (language (NT2) and social orientation tests)	The ABB gathers this information through the organisation of civic integration courses in CBCI. Local CRI do the same in Walloon Region
<b>Education (including educational attainment)</b>	Yes (highest achieved diploma)	The Flemish Department of Education (AGoDI), Policy Research Centre on School Careers
<b>Access to institutions</b>	Access to Social Welfare and Assistance  health care utilisation and barriers to access  Access to civic integration programmes	Ministry of Social Integration, anti-Poverty Policy, Social Economy and Federal Urban Policy & OCMW (Public Centre for Social Welfare  Institut Scientifique de santé publique – National Survey on Health, Child & Family  ABB gathers this information through the organisation of civic integration courses in CBCI. Local CRI do the same in Walloon Region
<b>Health (including healthcare and health outcomes)</b>	Yes (living conditions, mortality, morbidity, pregnancy, child care,...)	VRIND, Institut Scientifique de santé publique – National Survey on Health, Child & Family, OCMW (Public Centre for Social Welfare
<b>Interaction between migrant and host communities</b>	Social Cohesion  Perception of foreigners  Discrimination	Interfederal Centre for Equal Opportunities, SVR, Policy Research Centre on Integration
<b>Diversity and intercultural dialogue</b>	social position of persons of foreign origin, education and training, housing and living, welfare and health, social participation	Interfederal Centre for Equal Opportunities, SVR, Policy Research Centre on Integration
<b>Participation in democratic process</b>	Active political citizenship, voting in elections, being active in political and social associations  No data available on (exact) nationality background.	GERME  SVR