



**GOVERNMENT OF MALTA**  
PARLIAMENTARY SECRETARIAT  
FOR REFORMS AND EQUALITY



# Integration Governance - The Way Forward

## TURNING THE TABLES

Facilitated by: African Media Association Malta  
Prepared by: Neil Falzon (ADITUS)

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# Summary

This research is aimed at supporting the empowerment of migrants to directly tackle integration related matters through the Turning the Tables initiative, a migrant-led process funded through the Learning-Exchanging-Integrating project. This project is co-financed by EU Funds under the Asylum, Migration and Integration Fund 2014-2020, and in collaboration with the Human Rights Directorate (National Funds). The content of the publications does not necessarily represent the views of the European Commission or the Human Rights Directorate

The Maltese first integration strategy, “*Integration = Belonging – Migrant Integration Strategy & Action Plan (Vision 2020)*”<sup>1</sup> (referred to as the “Integration Strategy”), was launched by the then Minister for European Affairs and Equality, Dr Helena Dalli, in 2017. The document was launched after a public consultation carried out in 2015 and feedback was gathered from civil society organisations, academia, and international organisations. During the same period, a national survey on the *Perceptions about third country nationals and immigration in Malta*<sup>2</sup> was carried out within the ambit of the Government’s process in developing a national Integration Strategy. The idea was to develop a framework that promotes equal rights, obligations and opportunities for all persons, whilst also respecting diversity as a basic value in achieving social cohesion.



- 1 Ministry for European Affairs and Equality, *Integration = Belonging - Migrant Integration Strategy & Action Plan (Vision 2020)*, 2017, <https://humanrights.gov.mt/en/Documents/Integration%20Equals%20Belonging%20EN.pdf>
- 2 *Perceptions about third country nationals and immigration in Malta*, 2015 [https://meae.gov.mt/en/Public\\_Consultations/MSDC/Documents/2015%20-%20Integration/Public%20Perception%20Survey%20Report.pdf](https://meae.gov.mt/en/Public_Consultations/MSDC/Documents/2015%20-%20Integration/Public%20Perception%20Survey%20Report.pdf).

The Integration Strategy recognises that Malta, throughout the years, has shifted from a country of emigration to a country of immigration and, as a result, has become more diverse ethnically, culturally and linguistically. It primarily is built on the premise that recognition and celebration of diversity is key to integration. However, it also acknowledges that this alone is not sufficient, and that there is also a need to ensure that migrants have a voice, are recognised for their value to society and that they are able to build a sense of belonging in Maltese society<sup>3</sup>.

Furthermore, the Integration Strategy set up a number of structures that would assist with the governance of integration and the implementation of the strategy itself. The Human Rights and Integration Directorate was tasked with acting as hub for integration related work through its Integration Unit. On a horizontal level, the Inter-Ministerial Committee on Integration would coordinate the Government's actions in the field of integration through inter-ministerial collaboration. On the other hand, the Forum on Integration Affairs, which would consist of representatives of migrant communities, would advise the Government on integrated-related issues, legislation and policy.

The 'I Belong' Programme was incorporated into the Integration Strategy and contains an outline of the process that has to be undertaken by migrants who wish to obtain an I Belong Certificate. The I Belong Certificate is key for migrants wishing to apply for long-term residence and those wishing to show that they undertook the integration and language courses.

The second part of the Integration Strategy consists of a Migrant Integration Action plan of 16 measures to be undertaken within the time specified in the document. The measures range from the setting up of the Integration Unit, to launching awareness campaigns, and to the setting up of an integration hub in Gozo. Finally, the document tasks the Integration Unit to draw up a report at the end of each quarter on progress achieved with the implementation of the strategy. These reports would then be forwarded to the Inter-Ministerial Committee on Integration for discussion. The Integration Strategy then obliges the Integration Unit to publish an annual report on the progress of the action plan.

As part of the implementation of the Integration Strategy, the Integration Unit launched the Turning the Table (TTT)<sup>4</sup> project which aims to tackle integration related subjects which could lead to changes in policy and legislation. The TTT project is a migrant-led process which has focused on the specifically selected topics of Education, Employment, Documentation, Political Rights and Detention that were discussed during select working groups and with a larger audience during the respective conferences. The result of these conferences are 5 research documents that encapsulate the basis of those discussions, additional data and recommendations for change.

However, the aim of the TTT project is to also look towards the future, towards what integration strategies will look like beyond 2020. Therefore, this paper aims to look at the way forward beyond 2020.

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3 Ministry for European Affairs and Equality, Integration = Belonging - Migrant Integration Strategy & Action Plan (Vision 2020), 2017, op cit.

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4 Turning the Tables Project Page: <https://humanrights.gov.mt/en/Pages/TTT.aspx>.



# Contents

Introduction.....	
<b>1</b> Integration Post-2020 .....	
1.2 Creation of Opportunities or Obstacles? .....	
<b>2</b> <i>Quo Vadis?</i> .....	
2.1 What Integration Model for Malta? .....	
2.2 Integration Models .....	
2.2.1 Assimilation .....	
2.2.2 Multiculturalist .....	
2.2.3 Differential-exclusionary model.....	
2.2.4 Universalistic model.....	
2.3 Factors that may affect the integration models adopted by countries .....	
<b>3</b> Developing a Future-Proof Integration Policy .....	
3.1 Indicators .....	
<b>4</b> Conclusion.....	
4.1 Recommendations.....	

# 1. Integration Post-2020

A comprehensive integration strategy ultimately results in integration being a process where migrants and the public interact and think positively with and of each other. Therefore, the manner in which governments treat migrants can influence the interaction between the public and migrants in both a positive and a negative way, depending on whether the Government implements an open or a closed migration policy.

The adoption of the Integration Strategy in 2017 was generally received positively by commentators. The Migrant Integration Policy Index (MIPEX), in its most recent findings, noted major improvements in recent years<sup>5</sup>. Specifically, it highlighted those positive changes included the provision of information to migrants about their rights, the consultation with migrants in designing integration policies and improved the support for migrant children at school.

## The manner in which governments treat migrants can influence the interaction between the public and migrants in both a positive and a negative way

<sup>5</sup> MIPEX 2020, Malta, <https://www.mipex.eu/malta>.

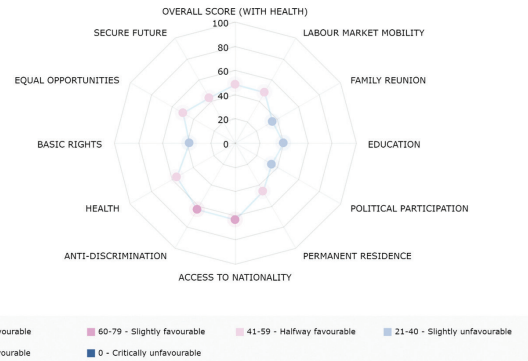


Figure 1: MIPEX Malta Overall Score, 2019

### 1.2 Creation of Opportunities or Obstacles?

However, MIPEX also found that Malta's integration policies create as many obstacles as opportunities for integration. It was highlighted that shortcomings in Malta's integration policies can affect whether or not integration works in a two-way process. It held that Malta's policies "do not encourage the public to see immigrants as their neighbours, equals and fellow citizens"<sup>6</sup>. These weaknesses in Malta's integration strategies make migrants and locals less likely to develop relationships, positive attitudes towards each other and a shared sense of belonging, trust and participation.

<sup>6</sup> Ibid.



## Publishing data on how many people have used the integration services, how many migrants have taken language lessons, and how many cultural mediators have been formed

The Advisory Committee on the Framework Convention for the Protection of National Minorities<sup>7</sup> noted that there are still a number of outstanding obstacles to improved integration, in particular a discriminatory environment in accessing employment, accommodation, and other services. It noted that the continuous monitoring and assessing of integration strategies, and updating where necessary with the active participation of all stakeholders, is key. It also noted with regret that the Integration Strategy did not make any provision for gender equality and the particular vulnerabilities of migrant women.

The Open Government Partnership (OGP)<sup>8</sup> recommended that, in order for the Integration Strategy to have a more significant impact, the following measures should be taken:

- Assuring compliance and/or monitoring the implementation of Malta's Integration Strategy;
- Establishing a multi-stakeholder forum to monitor the implementation of the “*Integration = Belonging Strategy*”, including migrants as ultimate

beneficiaries;

- Publishing data on how many people have used the integration services, how many migrants have taken language lessons, and how many cultural mediators have been formed;
- Delimitating a clear set of responsibilities for public mediators and officials working on migrant integration; and
- Defining the target audience and set expectations of any public awareness campaigns<sup>9</sup>.

The OGP further noted that it was unclear if, and to what extent, the Ministerial Committee on Integration was reinforced. It was also unclear whether the quarterly reports on the implementation progress or the annual reports, as tasked to the Integration Unit, were published<sup>10</sup>.

Similarly, the Integration Strategy was welcomed by civil society, who however saw it as a useful starting point, and not as not as a long-term approach. In fact, in a recently published report on the Integration Strategy, it was felt that “*it does stop short of explaining the integration*

<sup>7</sup> Advisory Committee on the Framework Convention for the Protection of National Minorities, Fifth Opinion on Malta, 2020, <https://rm.coe.int/5th-op-malta-en/1680a173fd>.

<sup>8</sup> Open Government Partnership, Integration of Maltese Islands (MT0014), IRM Mid-term Status summary, <https://www.opengovpartnership.org/members/malta/commitments/MT0014/>.

<sup>9</sup> Ibid.

<sup>10</sup> Open Government Partnership, Integration of Maltese Islands (MT0014), IRM End of Term Status summary, <https://www.opengovpartnership.org/members/malta/commitments/MT0014/>.

*model Malta feels would work best in the national context and relies too heavily on a short-term approach”<sup>11</sup>.*

In 2018, the Commission for Human Rights highlighted a number of obstacles that effect the integration of migrants, including the lack of suitable accommodation, lack of access to legal employment, lack of family reunification and access to citizenship<sup>12</sup>. Whilst the Commissioner appreciated the introduction of the Integration Strategy, it was also pointed out that participating fully in language learning or labour market orientation would be particularly difficult if more crucial areas of integration were not addressed.



**Similarly, the Integration Strategy was welcomed by civil society, who however saw it as a useful starting point, and not as not as a long-term approach**

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11 JRS Malta, aditus foundation and Integra Foundation, Input to the Ministry for European Affairs and Equality on the Migrant Integration Strategy and Action Plan, 2018, [https://aditus.org.mt/Publications/pipublicationintegrationinput\\_2018.pdf](https://aditus.org.mt/Publications/pipublicationintegrationinput_2018.pdf).

12 Council of Europe’s Commissioner for Human Rights, Letter addressed to the Minister for Home Affairs and National Security of Malta, 2018 <https://rm.coe.int/letter-to-mr-michael-farrugia-minister-for-home-affairs-and-national-s/168077ff9e>.



**It would include the integration of a migrant perspective into every stage of the policy-making process: design, implementation, monitoring and evaluation**

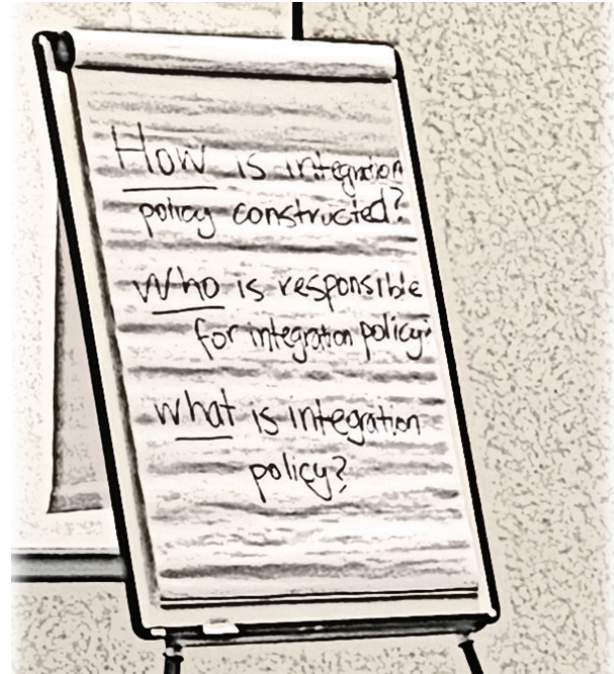
## 2. *Quo Vadis?*

Considering the above, there is the need to pose several questions that would assist in the development of any post-2020 integration strategy which, whilst building on the past work, would also address the identified shortcomings and result in more effective integration governance.

In a roundtable organised by the Intercultural and Anti-Racism Unit within the Human Rights Directorate, the participants were asked to consider the following questions:

- How is an Integration Policy Constructed?
- Who is responsible for the Integration Policy?
- What is an Integration Policy?

In relation to the building of an integration policy, there was a general consensus that any such policy should be built from the ground-up. This would include the involvement of stakeholders, with a particular focus on migrant groups and communities. However, it was also noted that there needed to be stronger representation of migrants and various migrant groups on consultative bodies, agencies and in the public sector across all sectors of the administration, and not necessarily focusing solely on asylum and/or migration issues. The feeding into the construction of a new integration policy by the recommendations that have come out of the TTT project would largely satisfy this criterion. The participants nevertheless pointed out that there also needs to be stakeholder interest and intervention from the side of the Government, and various key ministries.



The responsibility of the implementation of any integration strategy should be that of the key ministries, in the same manner in which a gender mainstreaming policy would work. This would ensure that attention is drawn away from the vulnerabilities or disadvantages of the individual, and rather focuses on the systems and structures that produce such drawbacks. It would include the integration of a migrant perspective into every stage of the policy-making process: design, implementation, monitoring and evaluation.



## The assimilationist model puts a focus on the importance of the adoption of host country's norms and values and the gradual process through which minority groups abandon their culture of origin

The question as to what is an integration policy or what should be included in an integration policy resulted in varied responses. These ranged from ensuring that the most basic needs are met, to learning from different cultures and perspectives, and to empowering migrants to be able to live a dignified life.

### 2.1 What Integration Model for Malta?

As pointed out by civil society organisations, the existing Integration Strategy lacked the long-term vision of what integration model the Government thought was the best fit for Malta. There needs to be a clear vision as to where Malta sees itself in the long-term, whilst accepting the reality that it has transformed from a country of emigration and to a country of immigration. There are varying models and theories of integration that have been adopted in varying measures by European states across the continent<sup>13</sup>.

### 2.2 Integration Models

There are various integration models that have been adopted by states in any effort to promote the inclusion of migrants into the host society in a holistic manner. These

models are rooted in the specific national and historical ways of thinking or framing migrant integration, anchored to perceptions of national identity and sovereignty<sup>14</sup>. The below are classifications of different models of integration which have been identified, however it should be noted that these categories are not static<sup>15</sup>.

#### 2.2.1 Assimilation

The assimilationist model puts a focus on the importance of the adoption of host country's norms and values and the gradual process through which minority groups abandon their culture of origin. The adoption of this model necessitates that migrants give up their own culture and language and become indistinguishable from the majority.

#### 2.2.2 Multiculturalist

A multiculturalist model puts an emphasis on social equality and participation, and cultural recognition, it does not require migrants to give up their cultural

<sup>13</sup> Nguyen, The differences in adoption of integration models, Erasmus Universiteit Rotterdam, 2016.

<sup>14</sup> Scholten, Peter. Beyond National Models of Integration? Rethinking Interconnectedness and Fragmentation in Dutch and French Integration Policies, 2012.

<sup>15</sup> Tallgren Eva, The Concept of 'European Citizenship': National Experiences and Post-National Expectations?, Linköping University, 2003.

characteristics. However, a certain degree of compliance with key values is often required. This model focuses on promotion of equality and the enabling of exercising different cultural norms and practices.

### **2.1.3 Differential-exclusionary model**

This model is based on the inclusion of migrants economically whilst, however, excluding them politically, culturally and legally. It is no surprise that this model is usually adopted by those countries that do not see themselves as countries of immigration, but consider the presence of migrants as merely temporary. The adoption of this type of model has resulted in the formation of ethnic communities that do not fully participate in the host society.

### **2.1.4 Universalistic model**

This model is based on universalism, in that it focuses on individual participation in society, citizenship and the absence of cultural recognition. In this model, migrants are expected to contribute to social cohesion and demonstrate involvement and citizenship.

**There needs to be a clear vision as to where Malta sees itself in the long-term, whilst accepting the reality that it has transformed from a country of emigration and to a country of immigration**

## **2.3 Factors that may affect the integration models adopted by countries**

There are a number of factors that affect the implementation of integration models adopted by countries. These include, for example, the attitude towards migration in host state and whether or not there is a level of tolerance for diversity within that state. Perceptions of whether migration is seen as an opportunity or a problem, or whether there is a positive attitude towards the migrant as bettering the host country, can also be decisive factors in the type of integration models adopted by policy-makers in different states. Furthermore, the presence and success or otherwise of populist parties whose ideology focuses on nationalism and populism can affect the choice of model used by the government of the day. Generally populist parties disapprove of special arrangements for ethnic minorities and would push for a strict assimilation model.

The presence of a high number of highly skilled migrants, vis-à-vis the whole migrant population, was also identified as a variable which affects the choice of model. Studies have found that countries with a higher percentage of highly skilled migrants have integration policies that focus on the fight against discrimination and the effectiveness of institutions.

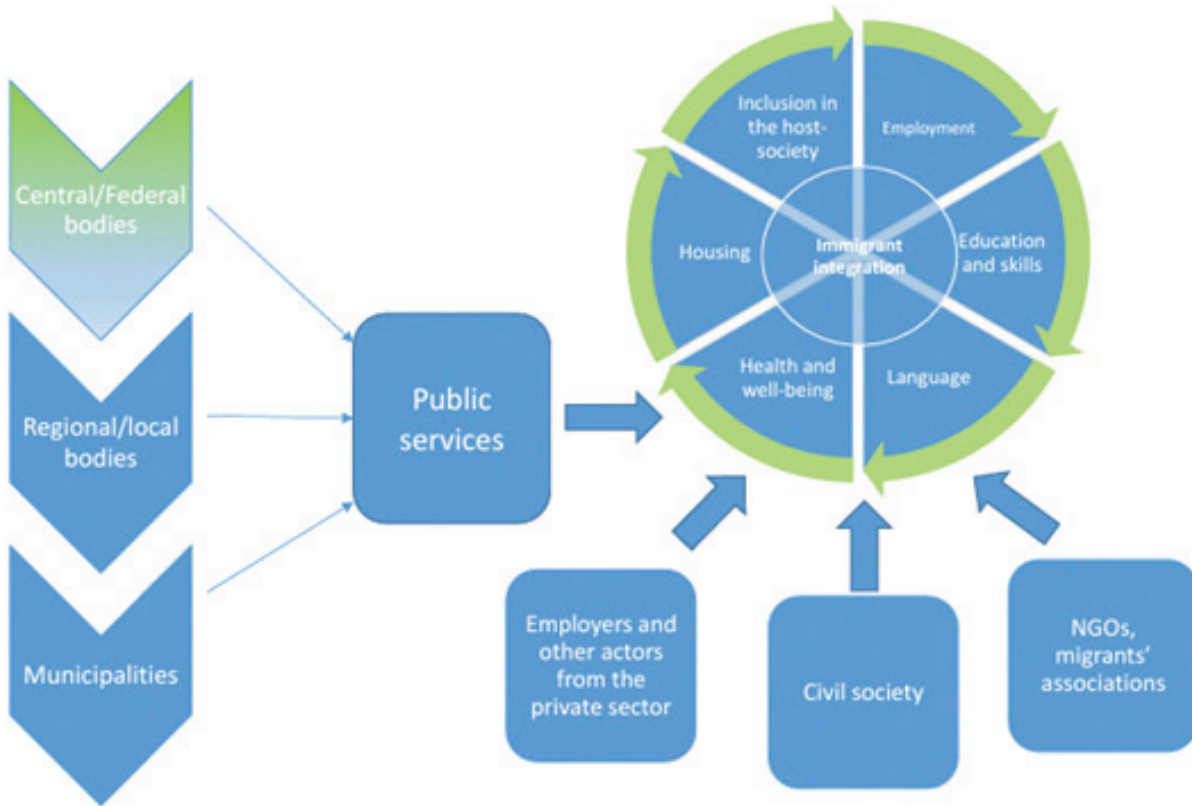


**It is important that any future integration policy would stand the test of time, whilst also allowing the space to adapt to new realities**

### 3. Developing a Future-Proof Integration Policy

Whilst taking into consideration all the above models and variables, it is important that any future integration policy would stand the test of time, whilst also allowing the space to adapt to new realities. The figure below, developed by the OECD, gives a clear structure as to how to build an integration policy that is inclusive and that will stand the test of time:

**Figure 2:** OECD A Whole-Of-Society Approach to Integration<sup>16</sup>



<sup>16</sup> OECD, How to make Integration Policies Future-Ready? 2020 <https://www.oecd.org/els/mig/migration-policy-debates-20.pdf>.

This figure can be adapted to local realities and needs, and, in turn, used as a template whilst designing a consultation process or document that would feed into a final integration policy. Due to the current absence of a public consultation document or guidelines on what a post-2020 strategy would look like, it is important to frame discussions on what the legal obligations and policy considerations are relevant to this area.

In this regard, it is important to note that integration policies and indicators are derived from European Union (EU) and international standards, such as the Geneva Convention on the rights of refugees and the European Convention on Human Rights. Furthermore, in the EU context, integration policies are built on the EU asylum and migration acquis and its fundamental rights framework contained in the Treaties and in the Charter of Fundamental Rights. Therefore, the drafting and implementing of an integration policy should be also seen within the ambit of the legal obligations and international commitments that Malta has signed up to under EU and international law.

### 3.1 Indicators

In order to create a comprehensive integration framework, there needs to be indicators to assess the development, coordination and implementation of the past policies. There also needs to be an in-built system to assess future policies or strategies as an on-going process.

This concept is not a new one, and aditus foundation in 2015 published a Malta-focused *Policy*

*Indicators for Migrant Integration*<sup>17</sup>. The document took the recommendations, which were the result of consultations with integration stakeholders composed of representatives from government agencies, academia, civil society and migrant communities, and used those as a basis to develop a set of indicators which could be used by public authorities. The document was published prior to the publication of Malta's first *Integration = Belonging* migrant strategy in 2017, with the hope that its recommendations and indicators would be incorporated in such document. However, these recommendations did not make it into the final policy document, with the result being a vague reference of a monitoring and evaluation process being carried out by the Integration Unit each quarter and presented to the Interministerial Council on Integration, whose workings are internal and not publicly accessible. Further to this, an annual report should have been drawn up on the progress of the action plan and presented during the annual integration conference<sup>18</sup>. However, these documents are not publicly available.

The need for constant assessment and monitoring has been recognised as crucial by the Council of the EU as highlighted in Common Basic Principle 11, which refers to the need to “*develop clear goals, indicators and evaluation mechanisms in order to adjust policy and evaluate progress on integration*”<sup>19</sup>. In 2010, the EU Justice and Home Affairs Council agreed on a set of common indicators in order to

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17 aditus foundation, Malta Integration Network II: Policy Indicators for Migrant Integration, 2015 <https://aditus.org.mt/Publications/minIIreport.pdf>.

18 Integration = Belonging, op cit.

19 Council of the European Union (2004): The Common Basic Principles for immigrant integration policy in the EU, Justice and Home Affairs Council on 19 November 2004, [https://ec.europa.eu/migrant-integration/library-document/common-basic-principles-immigrant-integration-policy-eu\\_en](https://ec.europa.eu/migrant-integration/library-document/common-basic-principles-immigrant-integration-policy-eu_en).

achieve better comparability among EU Member States, known as the Zaragoza Indicators,<sup>20</sup> outlined briefly in the below table.

**Figure 3:** Zaragoza Indicators of migrant integration. Source: Eurostat, Indicators of Immigration Integration<sup>21</sup>

<b>Policy area</b>	<b>Indicators</b>
Employment	Core indicators: <ul style="list-style-type: none"> <li>• employment rate</li> <li>• unemployment rate</li> <li>• activity rate</li> </ul>
Education	Core indicators: <ul style="list-style-type: none"> <li>• highest educational attainment (share of population with tertiary, secondary and primary or less than primary education)</li> <li>• share of low-achieving 15-year-olds in reading, mathematics and science</li> <li>• share of 30–34-year-olds with tertiary educational attainment</li> <li>• share of early leavers from education and training</li> </ul>
Social inclusion	Core indicators: <ul style="list-style-type: none"> <li>• median net income – the median net income of the immigrant population as a proportion of the median net income of the total population</li> <li>• at risk of poverty rate – share of population with net disposable income of less than 60 per cent of national median</li> <li>• the share of population perceiving their health status as good or poor</li> <li>• ratio of property owners to non-property owners among immigrants and the total population</li> </ul>
Active citizenship <sup>2</sup>	Core indicators: <ul style="list-style-type: none"> <li>• the share of immigrants that have acquired citizenship</li> <li>• the share of immigrants holding permanent or long-term residence permits</li> <li>• the share of immigrants among elected representatives</li> </ul>

20 Council of the European Union (2010): Zaragoza meeting, Conclusions of the Council and the Representatives of the Governments of the Member States on Integration as a Driver for Development and Social Cohesion, <http://register.consilium.europa.eu/pdf/en/10/st09/st09248.en10.pdf>.

21 Eurostat, Indicators of Immigrant Integration - A Pilot Study, 2011, <https://ec.europa.eu/eurostat/documents/3888793/5849845/KS-RA-11-009-EN.PDF>.



**The OECD consider  
the following areas of  
integration and have  
developed indicators**

Other areas outlined by the Zaragoza Declaration<sup>22</sup> that should be monitored by Member States are:

- the share of employees who are overqualified for their jobs;
- self-employment;
- language skills;
- experiences of discrimination;
- trust in public institutions;
- voter turnout among the population entitled to vote; and
- sense of belonging.

Furthermore, the EU has used the EU Labour Force Survey (EU-LFS)<sup>23</sup> for indicators relating to education and employment and the EU Statistics on Income and Living Conditions (EU-SILC)<sup>24</sup> for indicators relating to poverty and housing, as data sources for developing EU-wide common indicators.

In this regard, the Commission in its Action Plan on Integration and Inclusion 2021-2027<sup>25</sup> acknowledged that there are knowledge gaps which prevent effective evidence-based integration policies from being developed. To this end, the Commission laid down the aims to be achieved in this area during the implementation of the Action Plan, which include improving the availability of data and knowledge on integration at EU, national and

sub-national level and support to national authorities to monitor integration outcomes.

Importantly the Commission's Action Plan calls on Member States to:

- Develop or update systems for monitoring integration to identify key challenges and track progress over time; and
- Improve the availability of data on integration outcomes including at regional and local levels<sup>26</sup>.

The Organisation for Economic Cooperation and Development (OECD) highlights that integration is not only measured in economic terms, but that it has numerous social, educational and spatial facets<sup>27</sup>. The OECD consider the following areas of integration and have developed indicators to measure each of them individually:

- Characteristics of the migrant populations: measured by the composition of the foreign-born share of the population by age, gender and the like; total fertility rate; and composition of household amongst others.
- Skills and the labour market: measured by attendance in language courses and adult education, over-qualification rate, unemployment rate, share of early school leavers and the like.
- Living conditions: measured by data on median income, income distribution, poverty rate, overcrowding rate, share of people reporting good health status or better, share of people who report unmet medical needs amongst other data.

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22 Council of the European Union (2010), op cit.

23 <https://ec.europa.eu/eurostat/web/microdata/european-union-labour-force-survey>.

24 <https://ec.europa.eu/eurostat/web/microdata/european-union-statistics-on-income-and-living-conditions>.

25 Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee Of The Regions Action plan on Integration and Inclusion 2021, COM(2020) 758 final, 2020, [https://home-affairs.ec.europa.eu/system/files/en?file=2020-11/action\\_plan\\_on\\_integration\\_and\\_inclusion\\_2021-2027.pdf](https://home-affairs.ec.europa.eu/system/files/en?file=2020-11/action_plan_on_integration_and_inclusion_2021-2027.pdf).

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26 Ibid.

27 OECD/EU, Settling In 2018: Indicators of Immigrant Integration, 2018 <https://www.oecd-ilibrary.org/docserver/9789264307216-en.pdf?expires=1660119928&id=id&accname=guest&checksum=12F89167BBFB7E0FA08B47A483A1E5CE>



## One of the more well-known integration indicator frameworks is the MIPEX system, which measures 8 areas of integration policies

- **Civic engagement and social indicators:** measured by naturalisation rate, national voting participation rate, local voting participation rate, life satisfaction, host country perceptions of the presence of immigrants, perceived economic and cultural impact of immigration and such other similar data.

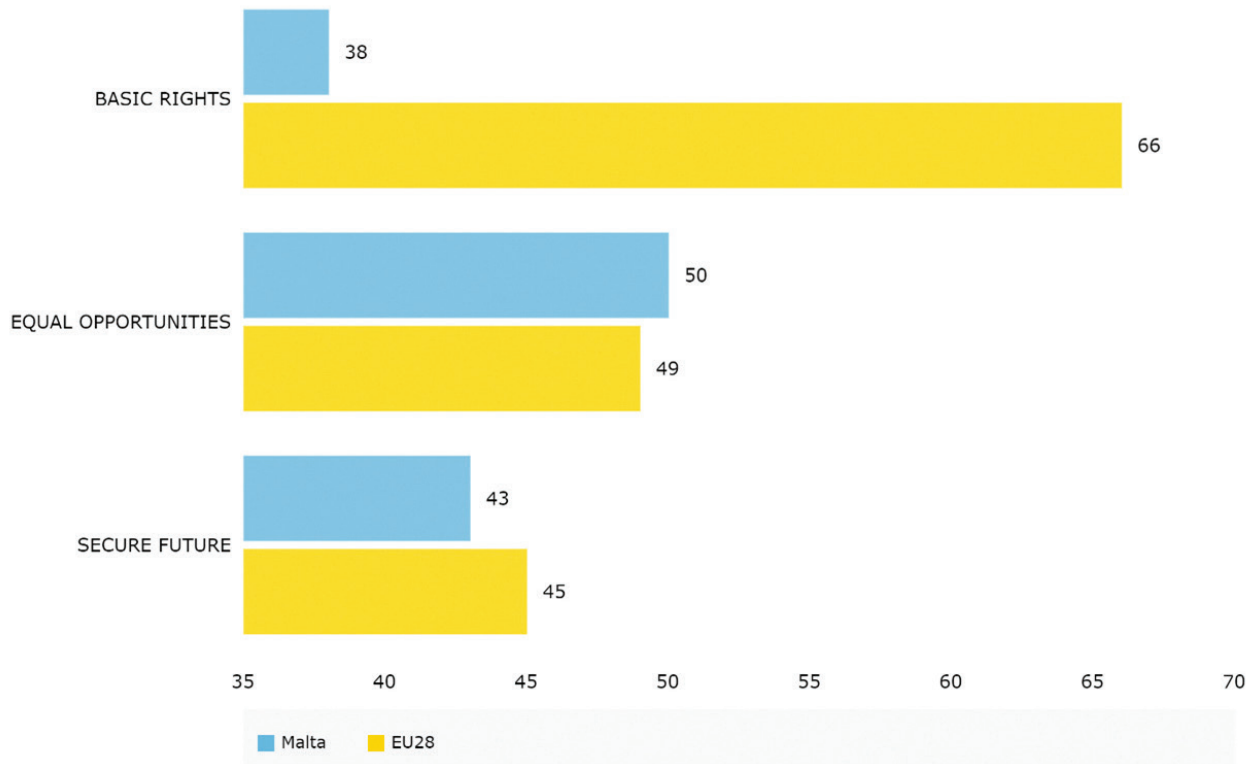
One of the more well-known integration indicator frameworks is the MIPEX system, which measures 8 areas of integration policies: labour market mobility; family reunification; education; political participation; permanent residence; access to nationality; anti-discrimination; and health<sup>28</sup>. In addition to the 8 areas of integration, the researchers that produce MIPEX identified three key dimensions that underlie all areas of a state's integration policy:

- **Basic rights:** Can migrants enjoy comparable rights as nationals? Measured by data relating to whether migrants have an equal right to work, availability or otherwise of training, health status, and non-discrimination legislation;
- **Equal opportunities:** Can migrants receive support to enjoy comparable opportunities as nationals? Measured by data relating to whether there exists targeted support in education, access to health services, and effective political participation; and
- **Secure future:** Can migrants settle long-term and feel secure about their future in the country? Measured by data relating to family reunification, permanent residence and access to nationality.

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<sup>28</sup> <https://www.mipex.eu/methodology>

Figure 4: Malta & EU28 – Key Dimensions, MIPEX Data, 2019



**The Commission in its Action Plan on Integration and Inclusion 2021-2027 acknowledged that there are knowledge gaps which prevent effective evidence-based integration policies from being developed**



**Any future-proof policy needs to make space for intergenerational mobility, which allows for the children of migrants in host countries to be upwardly mobile**

## 4. Conclusion

It is therefore imperative for there to be a cohesive and multifaceted integration policy, that not only looks to giving migrants the linguistic tools to access the labour market or long-term residence, but also gives a clear long-term vision.

It is important to provide all migrants with the basic skill set for sustainable integration, through investment in continuous training and education. Furthermore, policies need to account for specific intersectional aspects, such as gender, disability, LGBTIQ and old age. Specifically in relation to old age, there needs to be a clear commitment to address the problems that ageing migrants, who have reached retirement age, face in the host countries.

Any future-proof policy needs to make space for intergenerational mobility, which allows for the children of migrants in host countries to be upwardly mobile. This not only means support for education and access to employment, but also effective anti-discrimination policies and the promotion of diversity. The inclusion of the new migrant stakeholders in the drafting of policies is key, and there needs to be proper financial structures in place for migrant representative groups to be able to effectively participate in such.

Furthermore, there needs to be an effective communication strategy that tackles the public perception of migrants which, in most cases, differs from reality. This means the inclusion of mainstream and new media which would allow for the challenges that arise with stereotyping and negative perceptions.

The future integration strategy needs to be developed together with the stakeholders that were involved in the TTT project, with representatives from various government entities and ministries and with a wider representation of society, including employers and trade unions. There needs to be a clear vision as to the model adopted, and as to the responsibilities for the implementation of such a model.

Finally, any integration policy to be adopted needs to have a monitoring and evaluation process which can allow for the constant assessment as to the effectiveness and relevance of such policy. In order to monitor the effectiveness of policies in the long-term, there is need for government to collect accurate and comparable disaggregated data. Such data needs to be disaggregated by race and ethnic origin, age and gender.

### 4.1 Recommendations

*Take note of the feedback from international organisations on the current strategy, in particular that:*

- Malta's policies do not encourage the public to see migrants as their neighbours, equals and fellow citizens;
- It is key to have continuous monitoring and assessing of integration strategies, and updating where necessary, with the active participation of all stakeholders;
- There is a need to make any provision for gender equality and the particular vulnerabilities of migrant women;



## Needs to address lack of suitable accommodation, lack of access to legal employment, lack of family reunification and access to citizenship

- A multi-stakeholder forum should be established to monitor the implementation of the strategy, including migrants as ultimate beneficiaries;
- Data must be published on how many people have used the integration services, how many migrants have taken language lessons, and how many cultural mediators have been formed;
- There is a need to define a clear set of responsibilities for public mediators and officials working on migrant integration;
- The authorities need to define the target audience and set expectations of any public awareness campaigns; and
- The integration model Malta feels would work best in the national context needs to be explained and a long-term approach should be adopted.

### *Content of an Integration Policy:*

- Any policy or strategy should ensure that the most basic needs are met, in addition to learning from different cultures and perspectives, and to empowering migrants to be able to live a dignified life;
- It needs to address lack of suitable accommodation, lack of access to legal employment, lack of family

reunification and access to citizenship; and

- Take into account the findings and recommendations of the TTT<sup>29</sup> and the Integration Mapping Research project.

### *Building of an Integration Policy:*

- There needs to be active involvement of stakeholders, with a particular focus on migrant groups and communities;
- Furthermore, stronger representation of migrants and various migrant groups on consultative bodies, agencies and in the public sector across all sectors of the administration needs to be put in place;
- Key government ministries and stakeholders need to be involved and active in the development of a new integration policy;
- The responsibility of the implementation of any integration strategy should be that of the key ministries, together with the Intercultural and Anti-Racism Unit; and
- In addition to the integration policy itself, include the integration of migrant perspective into every stage of the policy-making process: design, implementation, monitoring and evaluation.

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<sup>29</sup> <https://humanrights.gov.mt/en/Pages/TTT.aspx>.

*Indicators:*

- Develop clear goals, indicators and evaluation mechanisms in order to adjust policy and evaluate progress on integration;
- Develop, or update, systems for monitoring integration to identify key challenges and track progress over time; and
- Improve the availability of data on integration outcomes including at regional and local levels.



## **Develop clear goals, indicators and evaluation mechanisms in order to adjust policy and evaluate progress on integration**



**Key government ministries  
and stakeholders need to  
be involved and active in  
the development of a new  
integration policy**











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