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YOUTH AND SPORTS**

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INTEGRATION OF THIRD-COUNTRY
NATIONALS
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1 Situation in Malta

1.1 The national situation and the migratory flows affecting it

The integration of third-country nationals (hereinafter TCNs) into the majority of society is given precedence in the basic objectives of the migration policy of the European Union (hereinafter referred to as EU), and thus of Malta. The very phenomenon has a multidimensional character and for its successful course it is necessary to pay attention to the integration in the working, educational, social, health, cultural, political or residential field. At the same time it is a process concerning various groups such as, e.g. entrepreneurs, employees, scientists, students, family members and children. Similarly as in other member states also in Malta migration and subsequent integration has its history which shapes the character of the state migration policy. Despite those differences the EU member states agreed on the fundamental objectives, principles, and approaches which were to be applied at integration of TCNs within the document stipulating the Common Basic Principles for immigrant integration policy in the European Union .

By the accession to the EU in 2004, Malta incorporated itself in the area which is in term of the international migration a searched objective. This reality brought except for the adoption of a number of legislative adjustments in the pre-accession process also the requirement to define the national migration policy if Malta wants to make profit from the integration. Since Malta's entry into the EU's borderless area – the “Schengen Area” on 21st December 2007, citizens of other EU member States are entitled to travel to Malta freely. On the other hand, Third Country Nationals (TCNs), defined as any person who is not a national of an EU member State, are required to fulfil the ‘entry conditions’ to enter the EU for a period of up to 3 months. For entry into Malta, a TCN is to be in possession of: (i) documents substantiating the purpose and the conditioned of the planned visit; (ii) have sufficient means of support; and (iii) a valid entry or transit visa, if required. Malta is geo-strategically placed at a cross-road of cultures, religions, and migration of people, between continental Europe to the North and Africa to the South. Following accession of Malta into the European Union (EU) on 1st May 2004, Malta became the southernmost border of the EU.

The Immigration Act (Cap. 217 of the Laws of Malta) regulates, among other matters, the right of non-nationals to work in Malta. Immigration Regulations were published in April 2004 (Legal Notice No. 205/2004) addressing the procedures to be followed by both EU and third country nationals to obtain residence, study and work permits. While third country nationals, unless spouses of Maltese citizens, require a work permit, EU nationals have the right to work in Malta but Government has the right to apply restrictions on inbound labour migration for up to seven years after accession.

Malta has a permanent residency scheme that makes it an attractive destination for wealthy foreigners seeking a low tax base. Over the years, this has motivated a considerable number of foreigners to take up residence in Malta, particularly Russians in the late 1990s. Yet, according to the provisions of the same permanent residency scheme, none of these migrants may seek employment in Malta and therefore this type of migration has no impact on labour supply.

Another flow of immigrants comes in through marriage between foreigners and Maltese nationals which, automatically grants the foreign spouse freedom of movement and a work

permit. Most of these marriages take place between Maltese and UK citizens. A non-negligible number of mixed marriages has been registered between Maltese nationals and immigrants from the war-torn regions of ex-Yugoslavia during the late 1990s. The island received Albanian refugees both in the early 1990s and following the crisis in Kosovo in 1999, some of whom settled in Malta. There is a small but established business community of Indian descent whose presence in Malta dates from the late 19th century and the links to the British Empire, the vast majority of whom have been Maltese citizens for generations. Nigerians are a small, but well-known migrant group in Malta. Most are involved in football, something of a national sport, and as a result are generally well received. A 3000-strong Arab-Muslim community has developed on the island over the past few decades, particularly during the late 1970s and 1980s under the leadership of Dom Mintoff when Malta enjoyed good diplomatic relations with Libya.

An Islamic Centre with a mosque was set up in 1978, and more recently a Muslim primary school, recognised by the Maltese state, was established to teach Islam and Arabic but within the broader national curriculum. Religious tolerance is as a rule well observed, although racial intolerance towards Arabs is setting a worrying trend. Stereotypes of Arabs stem from disillusionment over Malta's close ties to Libya under the Mintoff government, the criminal behaviour of some visiting Libyans to the island in the 1980s, and today from the arrival of irregular migrants.

TCNs in Malta

Only in recent years, has Malta been experiencing a different inflow of people, constituted mainly by irregular immigrants in Malta are classified into three groups: (i) those that enter Malta legally, but overstay their authorized stay; (ii) those that arrive in Malta without proper documentation; and (iii) those that arrive in an irregular manner, the so called "boat people". The latter category refers to those people who voluntarily enter Malta irregularly, and those that are rescued by the Maltese coast guard authorities because they are found to be in distress at sea.

Compared with EUROSTAT statistic on total population and total foreign nationals in the individual EU 27 member States in 2005, Malta ranked 9th in terms of the size of foreign population as a percentage of the total population, even though Malta had the smallest number of foreigners of the EU27.

When listing the foreign population of Malta by citizenship (not including citizens from the EU), the Census of population and housing (both 1995 and 2005), only specifically identified: Australian, American, Canadian and Libyan nationals. Two other groups are also identified in general sense, these being: 'other European countries' and 'others'. It is assumed that the NSO made this choice because the majority of non-Maltese nationals in Malta are citizens of one of the four countries listed above, and also in light of the traditional migratory ties Malta had with these countries.

TCNs, not including illegal immigrants and stateless persons, account for the third largest group in the total population of Malta. TCNs numbered 2,584 in 1995 or 0.68% of the total population of Malta, increasing by 1.89% to 4,892 persons in 2005 or 1.21% of the total population. TCNs represented 35.82% of the foreign population in Malta in 1995, increasing to 40.39% in 2005.

Of the 2,584 TCNs in Malta in 1995, 556 were Australians; 297 were Americans; 285 were Libyans, 259 were Canadians, 334 were from other European countries, and 853 were of other nationalities not previously mentioned. Between 1995 and 2005, the number of Australians, Americans and Canadians in Malta decreased, whilst the number of Libyans, nationals of other European countries and persons of other nationalities increased. Nationals of the other European countries increased by 1699 persons between 1995 and 2005, constituting the largest increase followed by nationals of other countries (not mentioned) which increased by 716 persons, and Libyans which increased by 208 persons.

EUROSTAT Statistics on the presence of TCNs in the EU25 in 2003 indicated that Malta had the least number of TCNs of the union, numbering 2,700 persons. Germany had the highest number of TCNs in 2003, amounting to 4,794,300 persons, followed by Spain with 2,193,400; and France with 2,060,800. Moreover, TCNs in Malta constituted 0.67% of the total population in 2003, placing Malta at the end of the list of the EU 25 States in terms of TCNs as a percentage of total population. In this regard, even though Estonia ranked 12th in terms of number of TCNs, with a total of 267,500 TCNs it ranked 1st in terms of the percentage of TCNs in their total population which was 19.72% in 2003 was 17,122,000, i.e. a little over 17 million persons, which accounted for 3.76% of the total EU population.

Of the 2,584 TCNs in Malta in 1995, 1,134 were males and 1,450 females; thus, females constituted the majority of TCNs in Malta, at 56.11% of the total TCNs, whilst males constituted 43.07% of the total number of TCNs. There were 12.23% more female than male TCNs in Malta in 1995. If only the four main citizenships of TCNs in Malta are considered, the majority of both Males and Females were Australia. When the TCN gender distribution is compared to that of Malta in 1995, where females were 50.54%, and males 49.46% of the total population, it can be said that TCN population had more females than the Maltese population. Whilst the gender distribution of TCNs in Malta in 2005, also had a larger female component, from 1995 to 2005, the number of males increased more compared to females. In fact, in 2005, females constituted 50.31% and males 49.69% of the total population of TCNs in Malta. Once again, if considering only the four main countries of citizenship of TCNs in Malta, 2005 most Females were Australians, whilst most men were Libyans.

Overall i.e. considering the six 'national groups' of TCNs in Malta (Australian, American, Canadian, Libyan, other European country (i.e. non-EU), and other); most TCNs in Malta in 2005, i.e. 27.72% of the total were in the 30 to 39 years age group. The second biggest age group was not the same throughout the six national groups. The 20-29 age-group was the second largest for Americans, Canadians and Australians. Of the TCNs four main countries of citizenship, Libya had the most persons in the 0 to 9 age group. More generally, it can be concluded that in 2005, 79.35% of all the TCNs in Malta were aged between 10 and 49.

Statistics on the creed of TCNs were not included in the NSO Census of population and Housing. However, considering the four major TCN communities in Malta are nationals of Australia, America, Canada and Libya, it can be assumed that these communities in Malta somewhat reflect the religious situation in their home countries. The majority of Australians (64%) call themselves Christian; 72% of the Canadian population list Catholicism or Protestantism as their Religion; and 78.5% of all US citizens adhere to Christianity. If the above figures are reflected by the Australian, Canadian, and American migrants in Malta, it would mean that most of them are Christian or Catholic, which is also the creed of 98% of all Maltese citizens.

Libya on the other hand has Islam as its State religion, and 97% of all Libyans are Sunni Muslims. As a consequence, it can be assumed that the vast majority of Libyans in Malta are also Muslims. In 2003, there were an estimated 3,000 Muslims in Malta, approximately 2,250 are non-Maltese, 600 are naturalized Maltese citizens and around 150 are native-born Maltese. There is one Muslim mosque, and a Muslim primary school in Malta. Coincidentally, the Muslim mosque in Malta was founded by the World Islamic Call Society, a Libyan governmental association for promoting Islam. Sheikh Mohammed El Sadi, the Imam of the Maltese Muslim community, in response to an interview by Malta Today, stated that “in general, the Muslim minority in Malta enjoys tolerance freedom and hospitality although there is also ‘some degree of prejudice and unfair generalization. Considering this statement it may be concluded that creed will not be a major problem for the Libyan TCNs in Malta.

The immigration of TCNs into Malta takes place both legally and illegally; in both cases, the phenomenon has been increasing over the years. From 1995 to 2005, TCNs that legally migrated to Malta have increased by 47%. This growing TCN community in Malta is evidence of a general trend which can also be noted in continental Europe. The singularity of Malta is evidence of a general trend which can also be noted in continental Europe. The singularity of Malta with regard to this phenomenon is its record population density and the large influx of illegal immigrants.

The legally residing TCNs in Malta are mostly between 10 and 49 years of age, with slightly more females than males. This age distribution is such that almost all sectors of the Island’s social infrastructure, i.e. education, labour and health will be utilized by the TCN community. However, accounting for less than 2% of the total population of Malta in 2005, the TCN community does not appear to be a significant additional onus on Maltese social infrastructure.

When considering the countries of origin of the TCNs in Malta, it can be deduced that $\frac{3}{4}$ of the TCN community in Malta is Catholic, whilst the remaining $\frac{1}{4}$ is Muslim. Thus religion does not seem to be an element which may hinder the inclusion of most TCNs into a predominantly Catholic Maltese society.

The Need of an Integration Policy

The target group or beneficiaries of an integration policy in Malta are TCNs, both legally residing TCNs and irregular TCNs. The first chapter of this research noted that between 1995 and 2005, TCNs legally migrating to Malta increased by 47%; and TCNs migrating to Malta illegally increased by 90% between 1998 and 2005. Thus in general, the flow of TCNs into Malta has increased steadily over the last twelve years or so. Legal TCNs accounted for 1.2% of the total population of Malta in 2005; whilst illegal TCNs constituted 0.5% of the total population of Malta. Thus an integration policy in Malta has a total target group of people which constitute less than 2% of the total population, i.e. approximately 7,000 persons (based on 2005 figures). These 7,000 people are composed by 27% of illegal TCNs and the remaining 73% of legal TCNs.

However, these 7,000 or so people may not all need assistance to integrate thus in actual fact the target group which would benefit from an integration policy may be smaller. This consideration is based on several factors. The fact that some TCNs in Malta are married to returned Maltese migrants; hence, their integration may be somewhat facilitated, given that

they may already be accustomed to the Maltese way of life, due to their interaction with a Maltese national. As a side note, it appears that there are no figures available that indicate how many TCNs are married to Maltese nationals, thus the amplitude of the previous observation cannot be verified. The fact that many of the legally residing TCNs in Malta originate from countries which traditionally received Maltese migrants in the past (e.g. Australia, Canada and the USA) may also act as a precursor to the acculturation of such TCNs towards the Maltese way of life, given their possible interaction with Maltese nationals who migrated to the said countries. In addition to these factors, the requirements for legal entry into Malta are such that a person's financial situation should be sufficiently solid to be able to integrate on his/her own, e.g. find accommodation and have access to health. On the other hand, most illegal immigrants do not come from countries with which Malta has a particular historical link of some kind, and such entrants do not fulfill the financial requirements necessary for persons not to be an additional burden on the State's social and welfare benefits. These considerations give an indication of the two types of receipts of an integration policy for TCNs in Malta: legal TCNs, the first category being self-sufficient, and the latter in need of assistance.

Having said the above, it appears that Malta makes use of two parallel integration approaches, one designed to cater for the needs of illegal immigrants and refugees and another approach intended for TCNs that have fulfilled the entry requirements to reside in Malta.

Integration approaches in Malta

The two parallel integration approaches in Malta provide two types of assistance to immigrants; a legal-based type of "assistance" for legal TCNs, and a social type of assistance for illegal TCNs. The assistance provided to legal TCNs regards their status in Malta, which acts as a key to basic rights and access to government services. On the other hand, illegal TCNs that have regularized their position i.e. have attained refugee status of humanitarian protection, receive social assistance in the form of more tangible aid, such as financial allowances and accommodation. It seems that the latter approach to integration, concerning the illegal TCNs is the most visible or public one, whilst the legal approach concerning legal TCNs is more tacit, or hidden. Another way of looking at these two approaches is that the social type of assistance is intended for those people who just arrived, whilst the second approach is intended for the needs of persons who have already been living in Malta for a given time.

Legally residing TCNs

Illegal TCNs are the subject of a policy document entitled "irregular immigrants, refugees and integration" which addresses their integration; however, there does not appear to be any similarly specific Maltese document relating to the integration of legal TCNs. This discrepancy can favour the arrival of irregular immigrants as opposed to persons that fulfil the legal entry requirements, given that illegal entrants are given assistance, whilst legal entrants are supposed to be self-sufficient, and consequentially not receive assistance. The areas of policy in place to "facilitate" the integration of legal TCNs in Malta primarily revolve around the permission given to TCNs to reside in Malta.

The Maltese authorities implemented EU Council Directive No. 2003/109/EC regarding the status of TCN who are long-term residents with Legal Notice No. 278 of 2006, making the said directive part of Maltese Law, entitled “Status of Long-Term Residents (Third Country Nationals) Regulations”. With this new law, long-term residence (LTR) status is granted to TCNs who have legally and continuously resided in Malta for five years. Other conditions to be granted this status are: (i) financial resources sufficient to maintain him/herself, comparable to at least the minimum are: (i) financial resources sufficient to maintain him/herself, comparable to at least the minimum wage in Malta; (ii) accommodation; (iii) a valid travel document; and (iv) sickness insurance.

Once a TCN is granted LTR status in Malta, s/he shall have the same treatment as Maltese citizens in connection with: (i) access to employment (but not in public authority or jobs reserved for Maltese); (ii) employment conditions; (iii) education; (iv) recognition of qualifications; (v) social security, i.e. social assistance and protection; (vi) tax benefits; (vii) access to goods and services, and procedures for obtaining housing; (viii) freedom of association and membership in worker’s unions; and (ix) freedom of movement in Malta. Thus, it can be noted that a LTR permit substantially gives TCNs the same rights as Maltese citizens, short of political participant. The above listed areas in which TCNs would be guaranteed equal treatment with Maltese nationals can be seen as a provision to facilitate the integration of TCNs; although after living in Malta for five years – a prerequisite for a LTR permit, it should be expected influence a TCNs process of integration only at a late stage. Moreover, it is to be kept in mind that with the transposition into Maltese legislation of EC Directive 2003/109/EC regarding the status of TCN who are long-term residents, a TCN that has attained a LTR permit in another EU member State is allowed to reside in Malta. In the case of a TCN that lived in another EU member State and then decides to settle in Malta, the legislation in place does not seem to target their particular integration needs in a specific manner, i.e. there seems to be no policy in Malta that regulates or guides or acts as a framework for integration of TCNs (apart from refugees and persons with humanitarian protection), therefore the person concerned, notwithstanding that s/he may have rights comparable to a Maltese citizen, must venture at his/her peril to attain assistance (which is probably available, perhaps via an NGO) which is generally not visible.

The LTR permit can be compared to the two-way approach to integration, in that TCNs are afforded rights comparable to local citizens, short of political rights; after they have resided in Malta for five years, whereby these five years imply a process of acculturation to Maltese society, culture and values. However, the part of the two-way process of integration which should be played the host society in Malta, i.e. welcoming immigrants and adapting to them is not a provision or condition that has been implemented. On the other hand, the legality of the entire process, and the five year wait to attain a LTR permit may be a favourable condition to allow the host society to adapt to the TCN, and vice versa.

MIPEX Evaluation

The Migrant Integration Policy Index (MIPEX) measures integration policies for legally residing Third-Country Nationals in the EU, with the aim of improving such policies, by providing comparable and objective data. Thus MIPEX covers six policy areas: (i) labour market access; (ii) family reunion; (iii) long-term residence; (iv) political participation; (v) access to nationality; and (vi) anti-discrimination.

As a general remark, it is so to be noted that only Sweden's integration policies, amongst the EU 25, were considered to be 'favourable' for promoting integration; whilst 9 countries have 'partially favourable' policies; and 5 countries have partially unfavourable policies. These indications show that overall, a large number of the EU member States are still working on enhancing their integration policies. Long-term residence policies is the area where the EU 25 are strongest; whilst access to nationality and political participation are the weakest areas.

In the case of Malta, MIPEX found the family reunion and long term residence policies to its strengths, whilst access to the labour market and anti-discrimination are Malta's weak points. Malta's family reunion policies ranked 8th and its long term residence policies ranked 11th amongst the EU members. These rankings show that although Malta's family reunion and long term residence policies are considered its strengths, some work to improve them still needs to be done. In the areas considered Malta's weak points, Malta ranked 24th in access to nationality; 26th in access to the labour market; and 23rd in anti-discrimination policies. Malta's worst policy area regarding migrant integration is access to the labour market. MIPEX reports that Malta does not have any labour market integration measures, apart from one pilot project on language and life-training skills for asylum seekers.

The area of political participation of migrants, identified by MIPEX as one of Malta's weak point (but also a weak point of the majority of the EU member States) is also reflected in the lack of implementation by Malta of the 9th CBP on political participation. Having said the above, when considering the evaluation of Malta's integration policies, made by the MIPEX, it should be kept in mind that Malta joined the EU in 2004, and efforts regarding the integration of immigrants began in 2005. thus, only four years after Malta's membership into the EU, the results achieved by Malta in the area of immigrant integration cannot be considered negative, but more a "work in progress", with the attainment of some good results. After all, the immigration phenomenon is a relatively new issue, to which Malta is adapting.

Themes related to Integration

Education and language

The basic assumption of successful integration into society is command of the official language. It facilitates the communication with authorities as well as everyday life. Its command is in majority of cases an entrance gate to the labour market. According to the practical experience the success of placement of TCNs on the labour market after attending the language course is high. In Malta the situation is slightly better than in other countries in the sense that the local population has a very good command of the English language. In fact the English language is considered as the second official language of Malta. TCNs will be able to learn and practice easily the English language and they may learn the Maltese language in special courses for designed purposely for TCNs, mostly organized by universities via private teachers what is financially demanding or „in the street“ in the form spontaneous communication with people. Students coming to Malta upon scholarships attend a one-year course of the English language before the study begins since English is used in Maltese educational institutions. Migrants coming to Malta are often accompanied by dependant persons. Specific group in this respect are children attending schools who learn most fast and who are concurrently strong motivation and incentive for the rest of the family. Thus the participation of children and youth in the educational process is also significant integration instrument.

Information

The absence of the integration strategy affects also the information strategy. For successful integration it is necessary to provide TCNs with quality and exact information on functioning of the society, on the labour market, on official procedures and other everyday matters. Not every migrant can use natural social network consisting of fellow students, friends, partners.

Malta lacks the strategy upon which the state can support education of third-country nationals after their arrival to Malta or before their arrival. The targeted selection, informing and preparation of potential migrants in the territory of the third country is also missing thus providing Malta with the comparative disadvantage in comparison with other EU states using the similar instruments.

Databases, statistics and research

Malta suffers from the lack of data and statistical instruments in the field of legal migration and integration of TCNs into society. This reality reflects the lack of interest, the lack of estimation of this issue what currently results in the impossibility to follow the trends and thus select the correct instruments. The field of migrant integration research lacks complex in depth work dealing with various aspects of the integration policy. The cooperation between the state administration and local authorities in the field of TCNs registration and verification of the number of TCNs with legalized residence in the territory of the relevant community is insufficient.

Majority society – perception of migration and integration

Regarding the fact that integration is a two-way process it is important to investigate in detail also behaviour, reactions, and attitudes of the major part of the population. In general it can be stated that Malta does not differentiate among various types and groups of TCNs which might lead towards generalization, creation of stereotypes, and prejudices. These kinds of approaches are supported by indefinite approaches of politicians and media which in many cases misrepresent the substance of information and they inform with tendency. Xenophobia and stereotype approaches are reflected especially in the opinions of TCNs who are perceived as people that are stealing the jobs of the local Maltese people, increasing the level of criminality or transmitting dangerous diseases.

One important point is the discrepancy between the perceptions of TCNs of older people than that of the younger generation. In fact, approaches towards TCNs differ also among generations in that, older generations are more concerned about TCNs than younger citizens.

Culture

Common activities of TCNs communities and of majority population are rather unique, however, with significant reaction and very positive perception. One such initiative in relation to TCNs in Malta and culture is the EUNET Integration Network. The latter is a transnational project for the integration of third country nationals and it is allowing the sharing of cultures and knowledge, experiences and best practices of integration amongst various partner

organisations in the Netherlands, Germany, Denmark, Portugal and Malta. Activities involving TCNs and Maltese people have been regularly organized through this network.

Moreover, the EUNET Integration Network hosted a seminar discussing "The Integration of Third Country Nationals - A Two Way Process" in November 2007. The seminar was organised by SOS Malta who are the Maltese network representatives, and it was attended by 25 international members of the EUNET Integration Network as well as by officials from the Ministry of Foreign Affairs, the Ministry of Justice and Home Affairs, the Organisation for the Integration and Welfare of Asylum Seekers, the International Organisation of Migration, UNHCR Malta and Amnesty International Malta Group. The network partners summarized their national policies and experiences of integration of TCNs, and it was interesting to learn of the various backgrounds of immigration and integration of the five nations represented. The presence of TCNs in Malta is a new one and the authorities are doing a significant amount of work to facilitate the arrival and integration of third country nationals in Malta. There is nevertheless much more that needs to be done to help TCNs to integrate into life in the EU.

Political rights and participation

Participation of TCNs in political events in Malta is almost on zero level. It relates both to impossibility of TCNs to be politically active and to their low level of organization. TCNs in Malta cannot participate in parliamentary elections.

Health services

TCNs with permitted residence have the same right for health care as the citizens of the Malta. This entitlement, however, does not mean that they actually use this service what might be caused by several factors such as language barrier, not knowing customs etc.. Many of the activities of the Health department of Malta are focused mostly on the area of provision of services for asylum seekers.

Human resources in the field of integration

The mechanism of capacity building on all levels must be a part of the absent concept of the integration policy of Malta. Low rate of coordination and low preparedness of authorities to actively participate in the integration of TCNs are serious pitfalls and shortcomings threatening the result of this process. TCNs are on various levels facing unprofessional approach, prejudices or unwillingness to help. It is caused either by ambiguity at procedures (benevolent or strict) resulting from the failure to set priorities of Malta as well as by low professional competence. In case of organized working migration this phenomenon is minimal, since many times the contact with authorities is ensured by the third person. On the level of non-governmental organizations a group of people was formed with partial experience and knowledge of the integration policy acquired mostly in international projects. This part of the integration spectrum should be given a green light at the implementation of many measures since apart from the state sector it has experience with integration in practice what makes assumption for more effective spending the resources and more flexible adjustment to the migration trends.

Current Problems in Malta in the field of TCN Integration

There are substantially three main problems or barriers to the integration of migrants in Malta, these are: (i) public perceptions; (ii) discrimination; and (iii) access to the labour market.

Public perceptions

The perceptions of the general public are an important element in the two-way process of integration of migrants. In Malta, only a minority of the population believe that ethnic diversity is a positive element, with the consequence of making Malta the least supportive of migrants' rights within the EU. The public perception of immigrants in Malta does not seem to be based on substantial facts, e.g. there are no facts to prove that the crime rate in Malta has risen due to the presence of immigrants, but rather, are caused by a lack of effort, communication and initiative from both the immigrants' side and from the side of the Maltese public. The general public's perception of immigrants is felt by the immigrants themselves, as can be noted in the comments made by detainees of the Hal-Safi, Hal-Far and Floriana detention centres, who would like that "the Maltese public be given the opportunity to see us (immigrants) in a more positive light". Another example by a Somali man in Malta with Temporary Humanitarian Protection, who said "there is a sense of fear between the migrant and host community in Malta, but this can be eased through the learning of the local languages, the achievement of the basic human needs and the interaction of cultures".

Clearly, this area requires more effort by both sides, i.e. immigrants and host society. The Maltese are renowned for their hospitality and kindness, as is reflected in the Acts of the Apostles, but should be reminded of this positive trait in their history and culture. With the launching by the European Commission in 2008 of an EU supported web-site which aims inter alia to provide information on integration issues; the public perception problem in Malta may be attenuated. An EU portal providing information to the general public may be seen as neutral and legitimate, and may provide the answers to questions the general public may have, and help change their perceptions of migrants.

Discrimination

Notwithstanding the fact that anti-discrimination laws exist in Malta, discrimination is felt to be a problem in Malta by two-thirds of the Maltese population. However, the fact that laws exist to guard against discrimination, does not imply that their application is effective. The ineffectiveness in the application of anti-discrimination law in Malta can be seen with the increase of overt racism. Aware of the problem, the Maltese government is tackling it by: (i) holding "racial awareness and education campaigns" in collaboration with NGOs; (ii) by improving legislation; and (iii) with the establishment of an Equality Commission.

1.2 The measures undertaken by Malta so far

From general point of view and in comparison with the surrounding countries the measures taken in Malta are insufficient. They lack mutual coordination thus losing synergic effect. Many of the activities are carried out independently without bigger relation to other instruments and interventions.

Despite the shortcomings resulting especially from the absence of the integration policy establishing coordination mechanisms, the activities that contributed to the TCN integration have been implemented in Malta especially in relation to the Common Basic Principles.

Malta's integration framework compared to the Common Basic Principles on Integration

The common basic principles (CBPs) on integration act as the fundamental framework for a homogenous EU wide approach towards integration. Hence, these CBPs will be compared to practice and policy in Malta, in an effort to understand whether they have been included in relevant Maltese legislation or not. It is to be kept in mind that integration policies are still within the remit of the individual EU member States, although the CBPs on integration, by all EU member States. The 11 CBP is reflected in Malta's "policy document for Irregular Immigrants, Refugees and Integration", hereafter referred to as "policy document".

The two-way element in the integration process, noted in the 1st CBP is reflected in Malta's policy document, wherein it is acknowledged that integration is a two-way process, in addition to recognise the need to "promote a sense of tolerance, understanding and acceptance and respect among citizens towards irregular immigrants". However, its actual application is far from visible at a societal level, given that there do not seem to be many opportunities to interact with the target group of such a policy. Moreover, the segregated conditions that some irregular immigrants are kept in, are far from conducive to interaction between them and the host society. Then again those illegal immigrants that regularize their status, e.g. by attaining refugee status are better placed to interact with the host society, given e.g. that they can work. Even the 2nd CBP seems to be reflected in Malta's policy document, in the section relating to assistance in education; within which it is stated that irregular immigrant's knowledge of national and European culture will be enhanced.

Once irregular immigrants have regularized their status, they may apply for a long-term residence permit, which will entitle them to work in Malta; therefore, the 3rd CBP which emphasizes the importance of employment as a key part of the integration process is also tackled by legislation in Malta. The elements relating to the knowledge of the host society's language, history, and institutions considered to be essential to successful integration, by the 4th CBP together with other forms of education intended to assist immigrants to be more successful participants in society reflected in the 5th CBP are also taken in account in Malta's policy document in the area relating to education intended to assist immigrants to be more successful participants in society reflected in the 5th CBP are also take in account in Malta's policy document in the area relating to education, wherein it is stated that the verbal communication skills of irregular immigrants will be improved, together with his/her knowledge of national and European culture. Moreover, once illegal immigrants regularize their status, they have access to state education and training. Access to these facilities also promotes interaction with the host society, and with these means at their disposal, irregular immigrants can improve their situation and be in a better position to participate in society. The application in Malta of the 6th CBP, which refers to the importance of access for immigrants to institutions, public and private goods and services on a basis equal to a national citizen, in a non-discriminatory fashion is connected to having a Long Term Residence permit, in which case the TCN is entitled to the access and equal treatment mentioned in this CBP.

The 7th CBP which highlights the importance of interaction between immigrants and the host society, by way of e.g. shared forums or intercultural dialogue, is one of the two CBPs which are not implemented in Malta. The Maltese policy document makes references to the importance of interaction between immigrants and the host society, by way of e.g. shared forums of intercultural dialogue, is one of the two CBPs which are not implemented in Malta. The Maltese policy document makes reference to the importance of promoting understanding, acceptance and respect amongst citizens towards irregular immigrants, although these good intentions are rarely manifested. On the other hand, safeguarding the practice of diverse culture and religious, mentioned in the 8th CBP, are well enshrined in both Maltese legislation and practice. Freedom of religious practice is established in Article 40(1) of the Constitution of Malta; whilst the cultural climate in Malta, delineated by several influences from the past, e.g. Arab, Italian and British influences, has rendered it ‘multi-cultural’, and thus inclined not to be restrictive with regard to diverse cultural practices.

The 9th CBP concerning the participation of immigrants in the democratic process, and in the formulation of integration policy is the second CBP that is not implemented in Malta. Even in if a TCN obtains a long term residence permit, which entitles him/her to rights comparable to those of a Maltese citizen, these rights do not include political rights, i.e. a TCN is not entitled to vote at local council level; however, this right does not seem to be conferred to TCNs.

The Ministry for the Family and Social Solidarity (MFSS) is responsible for the social welfare of all immigrants at the governmental level. For this purpose, the MFSS will liaise with Ministry for Education, Culture, Youth and Sports (MEDC) on matters involving education, employment, employment rights and obligations: with their own Department of Social Security on matters relating to the claims, benefits and eligibility of refugees; and, the MFSS will in collaboration with NGOs provide for accommodation needs of irregular immigrants. Moreover, an Inter-Ministerial Committee has been created to co-ordinate the work of various Ministries (MFSS, MJHA, MEDC, MHEC and MFA) on issue relating to the welfare issues of immigrants. Thus within Malta’s policy and measures between the various Ministries and agencies concerned, as stipulate in the 10th CBP.

The 11th and last CBP refers to the development of goals, indicators and evaluation mechanisms to adjust the integration process, and thus exchange more information effectively. With respect to this CBP, the National Contact Points (NCP) on Integration, set-up by the EU, which includes also a Maltese NCP, contributes to this process, especially the exchange of information on best practices. In addition to the NCPs, the Inter-Ministerial Committee referred to in the previous paragraph promotes the development of social welfare policies regarding irregular immigrants, and is also responsible for the maintenance of the policy document; thus it can be said that the 11th CBP is also reflected in Malta’s policy document.

From the above consideration, it emerges that the relevant Maltese authorities took into consideration 9 out of 11 Common Basic Principles on integration, when preparing Malta’s policy document on irregular immigrants, refugees and integration. The 9th CBP relating to the political rights of immigrants is the one which has not been included at all in Maltese legislation. The 7th CBP, relating to the importance of interaction between immigrants and the host society, has been acknowledged in the Maltese Policy Document, but the actual practice is rare; thus this CBP is only half-way implemented.

The above shows inter alia, Malta's commitment to the CBPs on integration, at least at the level of Government. In addition to government involvement in this issue, many NGOs in Malta are playing an active role in assisting irregular immigrants, refugees and other persons in similar conditions. What seems to be missing in Malta is the participation at the last level, i.e. at the level of the host society. It is not fair to generalize about the Maltese population; however, it may be said that a large part does not welcome irregular immigrants, refugees or TCNs are segregated in detention centres does not facilitate matters. The local media, for example, could play a positive role in bridging this gap, by providing objective information on the immigrants and by giving them a chance to be heard. However, it must be recalled that the media is not usually given access to detention centres, to protect potential refugees and their families back home.

1.3 The total national resources allocated

Regarding the issue of integration of the third-country nationals into society it is impossible to identify exactly national expenses determined for this kind of interventions. Lots of from already implemented measures which were focusing on asylum seekers affected by their content also a part of legal migrants, however, such interventions cannot be considered integration pursuant to fulfillment of objectives of this fund. Within the ESF and ERF the projects were implemented which were supported from the state budget via the national co-financing.

2 Analysis of requirements in Malta

2.1 The requirements in Malta in relation to the baseline situation

For the purpose of this MAP, with the words 'migrants' or 'immigrants' we are specifically referring to 'legally residing TCN's'. The fundamental requirement of Malta resulting from the current situation is the **creation of a sound, credible and coordinated Integration Policy of TCNs**. It shall serve as a fundamental framework for cooperation and coordination of the relevant entities and it shall contain main objectives and instruments of the integration policy. Thus it is inevitable to take measures for accelerated elaboration of the document in which all relevant entities of the state administration, local authorities, academic community, non-governmental sector and representatives of TCNs in Malta should participate. The Policy should define fundamental approaches of Malta to the current issues of migrant integration especially in the fields of:

- adoption of legal migrants – setting basic philosophy;
- integration of migrants into society – education and preparation for integration;
- solving housing issue of migrants;
- informing and educational work with majority society;
- eliminating negative perceptions of TCNs and fighting discrimination.

The second fundamental requirement is **ensuring a secure financing plan of integration activities**. The possibilities of the integration fund are limited and thus it is necessary so that

the state can increase the resources for direct support of integration activities for state administration entities and in a grant form for non-governmental sector, schools, and local authorities.

- to make easier the arrival and admission of the requested target group of migrants to Malta via information packages, mediation of employment, support of housing and language teaching; by the term "requested target group" it is understood a group defined in the new Integration policy of Malta that will be worked out within Annual Programme 2007 of the fund
- to create the network of contacts in the third countries and to cooperate with local offices;
- to involve social partners in the creation of strategy;
- to enhance informing the employers on preparatory and requalification courses in order to support the access to the labour market;
- to cooperate with employers who practice pro-migration employment policy;
- to support business of immigrants in the form of information packages and individual approach.
-

In the field of **education** the successfulness of mastering the official languages, (the Maltese and English languages), is an important aspect. The significant element is also continuation of young immigrants in the system of education. That is why it is essential:

- to support more modern and more flexible teaching methods of language such as e.g. e-learning;
- to stimulate the interest of aliens in requalification courses in compliance with demands on the labour market;
- to facilitate recognition of qualification, proficient preparation and professional practise thus increasing the chances of migrants to get place on the labour market;
- to classify specific problems of young immigrants at schools such as e.g. problems threatening their results and to adopt auxiliary measures.

In the field of **informing TCNs** it is necessary:

- to elaborate the strategy of addressing potential migrants and subsequently to set the instruments of its implementation;
- to organize preparatory courses for third-country nationals in their home country;
- to focus a part of preparatory courses on persons dependent on migrants such as e.g. children, elderly people, women of applicants, disabled;
- to enhance the flexibility of provision of preparatory programmes – e-learning, evening courses;
- to continue in support of services provided especially by the non-governmental sector within information centres.

Non-existence of exact information on quantity, structure and educational level of TCNs as well as absence of back and interim evaluation of the selected instruments disables the

creation of quality integration policy. In order to correctly set and tune individual interventions it is important to:

- enhance the collection of statistical data;
- stimulate the generation of indicators;
- stimulate the preparation of evaluation methods;
- introduce evaluations of individual instruments of integration policy;
- stimulate cooperation among the authorities of state administration and municipality in the field of alien registration

In the field of **research** it is necessary to focus on systematic and complex research of the integration policy. One of the possibilities of joining data collection and new research knowledge is support of issuance of summary reports from the field of integration which shall be a unified source of updated information.

In the field of **perception of migration and integration by majority society** the support of activities leading towards education and public education is inevitable such as:

- public education campaigns, exhibitions and intercultural events aimed at increase of migration acceptance;
- education of journalists and cooperation with media;
- information campaigns for majority society;
- cooperation with schools at public education activities.

In the field of **culture** it is important to stimulate activities supporting involvement of migrants in cultural life of majority community and vice-versa support of organizing events presenting the culture of migrants of majority society.

In the field of **human resources** it is necessary so that the education on all levels of the integration process can be supported and so that capacity building cannot be limited only to state administration authorities. Integration-oriented and prepared people whom the migrant meets facilitate his/her primary period in Malta thus contributing to his/her integration. That is why the support should focus on:

- basic language competence of the process participants on the part of Malta;
- training sessions in the teaching of intercultural tolerance and the importance of intercultural dialogue;
- education in the field of regulations and procedures of the integration policy.

2.2 The operational objectives of Malta designed to meet its requirements

Upon the needs identified in part 2.1 operational objectives of the programme in Malta have been set. The fundamental operational objective is to define priorities of Malta in the field of integration policy of Malta and to successfully implement *Common Basic Principles for Policy of Immigrant Integration in the EU* in practice.

In the field of education the operational objective has been defined:

- introduction of flexible forms of collection of information and skills via surveys, interviews, research and statistical analysis.

In the field of informing migrants the operational objective has been defined:

- creation of effective communication and information strategy of addressing migrants and majority population

In the field of statistics, indicators and evaluation methods the following operational objectives have been defined:

- creation of instruments for collection of quality statistical data in the field of legal migration
- creation of new indicators and realization of evaluations of integration policies and its measures

In the field of research the following operational objective has been defined:

- performance of complex research in the field of integration

In the field of perception of migration and integration by majority population the operational objectives has been defined:

- creation of effective communication and information strategy of addressing migrants and majority population

In the field of culture the following operational objective has been defined:

- creation of mechanism of long-term mutual cooperation among various communities, social partners and majority society

In the field of human resources the following operational objective has been defined:

- cross-section development of human resources in the field of integration policy

In the field of gathering and exchange of new knowledge and experiences the operation objective has been defined:

- exchange of information and experiences concerning integration a support of cooperation between the member countries.

3 Strategy to achieve the objectives

For the purpose of this MAP, with the words ‘migrants’ or ‘immigrants’ we are specifically referring to ‘legally residing TCN’s’. The Maltese authorities have decided in the programming period 2007-2013 to include in the support within the multi-annual programme all four priorities stated in the Decision of the Commission of 21st July, 2007¹, during the entire period in various intensity reflecting the progress in the field of Malta’s integration policy. Malta has been dealing with the integration policy just marginally. That is why it is inevitable to divide the withdrawal of resources into gradual steps securing sequenced activities the primary objective of which is to create quality, efficient and sustainable system

¹ Decision of the Commission of 21st July, 2007 executing the Decision of the Council 2007/435/EC concerning the adoption of strategic guidelines for the period 2007 to 2013

of integration of third-country nationals. Support directed into four priorities identified in guidelines is a logical conclusion resulting from the current state of the integration policy in Malta which lacks the fundamental mechanisms necessary for the integration of regulated migration. Due to facilitation of withdrawal of resources in the field of integration policy the Government of Malta within Document No. 784/2007 to the material *Proposal for determination of competent authorities of the system of management and control of the European Fund for Integration of Third-Country Nationals for the period 2007 to 2013 as a part of the general programme Solidarity and Management of Migration Flows* adopted the obligation to finance from the state budget up to 25% of the amount of the projects within co-financing.

Particular sequentiality at building the system of regulated migration shall be determined by annual programmes which identify the needs of Malta according to the progress in previous years and updated needs. Despite that nowadays it is clear that the first years of a new fund implementation in the conditions of Malta shall mean especially support of activities leading towards creation of a complex strategy and integration mechanism. In parallel the activities started in the previous period will have to be supported and the disfunctionality of which could threaten successful integration of a part of migrants who would pay for the bridging period. The support in years 2007-2013 shall be directly or indirectly aimed at all involved entities, i.e. state administration, local government, non-governmental sector, academic community and private sector. Regarding the need to increase efficiency of state administration functioning it is suitable so that individual departments can adopt a model disburdening them from the very implementation of many activities and leave them especially with gestor function. Such model shall with bigger flexibility react to changes in migration behaviour when the implementation function shall be taken over by the municipality and non-governmental sector.

A significant task of the relevant ministries shall be creation of mutual coordination mechanism which has been absent so far. Especially the coordination among the MJHA and MEDC shall be a key element for the success of Malta's integration policy.

Furthermore, a significantly essential new element of the integration policy is the introduction of evaluation mechanisms the main task of which shall be monitoring the impact of the supported activities on the level of the target group integration. Upon the suitable indicators and evaluation methods the responsible authority will be able in cooperation with experts to evaluate functioning of the proposed strategies and to harmonize them in case of ambiguities. This procedure shall prevent non-efficient spending of money for well-appearing projects the added value of which shall be doubtful. At the same time the knowledge in the field of use of evaluation techniques shall be generated thus ensuring also long-term sustainability of efficient approach towards the integration policy.

In terms of efficient provision of support the mechanism of exchange of verified procedures (best practice) seems to be very advantageous. Creation of networks and partnerships with entities in the countries with greater experience in integration of migrants may bring verified knowledge to Malta thus increasing the success of projects. This procedure relates also to the state administration entities as well as to the local government and non-governmental sector. Regarding the fact that the European Commission (hereinafter referred to as EC) supports full-area activities including also exchange of experience via so called Community action, this area in the MAP shall mean the least part of allocated resources for Malta.

For the purpose of complexity and efficiency of the set objective achievement the task of national projects is considered at the strategy implementation. It is expected that national projects shall mean efficient groups of interventions inter alia also due to the fact that the set priorities mean the performance of the state policy, the needs which shall be fulfilled via the fund result for the potential final beneficiaries of assistance from the generally binding legal regulations of Malta and the EU. National projects shall be always defined in a particular annual programme.

For every priority there are **measurable indexes – indicators** defined via which the set objectives shall be monitored and evaluated. **Indicators** shall measure the progress achieved via the implementation of the supported activities within individual annual programmes. The indicators of result and impact the target or starting values of which have not been quantified shall be set for every year in annual programmes or they shall be monitored in term of quality and they shall be evaluated via verbal description of the achieved level of the set objective fulfilment. Their progress will be monitored via evaluations and surveys, according to the relevancy for each type.

Considering the current situation as well as the objectives and priorities established in the Council Decision 2007/435/EC and in the Commission Decision C(2007) 3926 implementing Council Decision 2007/435/EC as regards the adoption of strategic guidelines for 2007 to 2013 (hereinafter referred as the Strategic Guidelines), the most important objectives are as follows:

- to promote the integration of third country nationals legally residing in Malta;

Seeking to promote integration of third-country nationals, primarily the preparation of admission procedures and integration policy measures should be harmonized, because it could help newly arrived third-country nationals to adapt to the society. The programmes and activities dedicated to promote the integration of third-country nationals should be developed, because there is a lack of such programmes in Malta. It is very important that the programmes should stimulate the third-country nationals to learn Maltese language and to participate in different areas of public life.

- to increase the tolerance of Maltese society and assent to immigration and integration processes;

The increase of tolerance and assent of the Maltese society is an integral part of the successful integration of third-country nationals, because integration is a two-way process that involves two parts, i.e. immigrants and host society. Accordingly the society should be educated as well as tolerance and trustful relations should be strengthened by using various measures, for example trainings, educative campaigns in media, etc. Key NGOs will be entrusted to coordinat actions under this priority and the tasks for this aim are to develop the trust and tolerance among different social groups and to promote the dispersion on the policy measures of national minorities.

- to promote the capacity strengthening of competent institutions, companies and organisations and cooperation on the immigration and integration issues.

On the purpose to improve conditions of third-country nationals integration, the capacities and cooperation of competent bodies in the area of immigration and integration should be strengthened. The cooperation should be promoted in the process of preparation and implementation of third-country nationals admission procedures. Furthermore, the intercultural competence and tolerance of competent institutions, companies and organisations should be strengthened as well as the cooperation and capacities to assess the admission procedures and relevant policy measures.

3.1 Priority 1

The implementation of the events proposed for the purpose of introduction of “Common basic principles for policy of integration of immigrants in the EU“ in practice.

Actions of this priority are first oriented towards newly arrived third-country nationals and include the programmes and activities dedicated to support new arrivals from third countries to obtain basic knowledge about Malta and integrate them into society. The Commission communication *A Common Agenda for Integration: Framework for the Integration of third-country nationals in the European Union* indicates general basic principles for immigrant integration policy implemented by the following actions:

- Improvement of procedures for preparation of admission procedure to ensure better integration process.

The admission procedure is prepared in consultation and cooperation with interested institutions and experts and ensures better conditions for the integration of third-country nationals. In consultation with experts from different areas it could be possible to clearly define the needs of third-country nationals and correspondingly harmonize the admission procedures. While improving the admission procedures, consultations may be held with institutions, experts, non-governmental organizations from other countries, etc., information

may be exchanged on the needs of third-country nationals, immigration and integration processes.

Indicators		
Evaluation criteria	Results	Impact
<ul style="list-style-type: none"> - Amount and type of collected data; - Number and types of consultation meetings and expert group meetings; - Number and categories of interested parties (e.g. experts, third-country nationals, NGO, public representatives, different national, regional and local governance representatives) taking part in consultation process; - Number of revised admission procedures. 	<ul style="list-style-type: none"> - Improved awareness on admission procedures facilitating the integration; - Strengthened capacities to harmonize admission procedures and needs for integration; - Improved quality of admission procedures. 	<ul style="list-style-type: none"> - Improvement of starting position for integration of third-country nationals; - Improvement of immigration and integration policy management.

- Development and improvement of programmes and activities for introduction of newly arrived third-country nationals to the Maltese society and knowledge about Malta.

Introductory programmes and courses where third-country nationals could learn the Maltese language and strengthen their knowledge about Malta are of great importance. They allow third-country nationals better to understand the Maltese society and easier adjust to it. Such introductory programmes and courses should provide an opportunity to get command of the Maltese language as well as obtain knowledge on Maltese history, Maltese institutions, social and economic situation, cultural life and fundamental norms and values. Courses could be organized taking into account the appropriate level of knowledge of third-country nationals.

Indicators		
Evaluation criteria	Results	Impact
<ul style="list-style-type: none"> - Number and types of new developed and improved introductory programmes; - Number and types of organized courses; - Number and categories of third-country nationals taking part in the courses. 	<ul style="list-style-type: none"> - Improved knowledge of third-country nationals in the Maltese language, Maltese history, institutions, social and economic situation, cultural life and fundamental norms and values. 	<ul style="list-style-type: none"> - Improvement of starting position for integration of third-country nationals; - Strengthening of understanding about the culture and values in Malta.

- Development and improvement of flexible introductory programmes and activities allowing third-country nationals to work and study at the same time.

It is important to ensure that third-country nationals legally residing in Malta are able not only to work or learn but also to take part in the activities supported by the EIF. For that purpose these activities and programmes should be fairly flexible, for example, part-day courses could be arranged as well as intensive teaching modules, distance or electronic training systems and similar. This action fits the specific priority No 3 *Innovative Introduction Programmes and Activities* specified in the Strategic Guidelines.

Indicators		
Evaluation criteria	Results	Impact
<ul style="list-style-type: none"> - Number and types of newly developed and improved introductory programmes; - Number and types of organized courses; - Number and categories of third-country nationals taking part in the courses; - Number of adjustments made in the introductory programmes and activities. 	<ul style="list-style-type: none"> - Improved knowledge of third-country nationals on Maltese language, history of Maltese, institutions, social and economic situation, cultural life and fundamental norms and values; - Higher number of third-country nationals taking part in introductory programmes and courses. 	<ul style="list-style-type: none"> - Improvement of starting position for integration of third-country nationals; - Strengthening the understanding about the culture and values in Malta.

- Development and improvement of programmes and activities to establish and maintain relations with specific groups of third-country nationals (for example, dependants of persons subject to admission procedure, children, women, elderly people, disabled or illiterate persons).

The group of third-country nationals in Malta is not homogeneous, therefore, while creating the programmes and activities on integration it is necessary to consider and satisfy peculiar needs of specific groups, for example, needs of women, youth and children, elderly people, illiterate persons and disabled. Some groups of third-country nationals may be more difficult to integrate therefore the mentioned integration programmes should be correspondingly adapted to specific needs of a group. The programmes designed for promotion of integration of children and youth are of great importance. This action fits the specific priority No 2 *Specific Target Groups* specified in the Strategic Guidelines.

Indicators		
Evaluation criteria	Results	Impact
<ul style="list-style-type: none"> - Number and types of newly developed introductory programmes for specific group of third-country nationals; - Number and types of organized courses; - Number of women, youth, children, illiterate people, 	<ul style="list-style-type: none"> - Improved knowledge and skills of specific group of third-country nationals in Maltese language, history and other knowledge and skills; - Successful participation of third-country nationals in the programmes and activities. 	<ul style="list-style-type: none"> - Improvement of starting position for integration of third-country nationals; - Improvement of understanding about the culture and values in Malta.

disabled and other categories of third-country nationals who took part in the courses; - Identified special needs of specific third-country nationals group.		
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- Development and improvement of the programmes and activities to promote the admission of high qualification and qualified third-country nationals and support their integration process.

Employees from third-countries in the Maltese labour market are employed in those economic sectors where there is a lack of local labour force and from other EU member states. Most often the qualified third-country employees or possessing high qualification are employed in these sectors, therefore it is important to create more favourable conditions for the admission and integration (learning the Maltese language, strengthening knowledge about Malta, etc.) of these persons. Seeking to involve them into the activities supported by the EIF it is necessary to ensure that these programmes and activities should be more flexible.

Indicators		
Evaluation criteria	Results	Impact
- Number and types of projects and programmes for high qualification and qualified third-country nationals; - Number of high qualification and qualified third-country nationals involved; - Identified special needs of high qualification and qualified third-country nationals.	- Improved knowledge and skills of high qualification and qualified third-country nationals in language, history and other; - Improved conditions for the admission and integration process of high qualification and qualified third-country nationals.	- Improvement of starting position for integration of third-country nationals; - Improvement of understanding about the public culture and values in Malta.

- Development and improvement of the programmes and activities to strengthen the capacity of the Maltese society to adapt to diversity, to maintain trustful relations with third-country nationals as well as to strengthen the assent to integration.

Researches show that Maltese society is insufficiently tolerant in evaluation of foreigners and their presence in Malta. It is important to raise the awareness and understanding of Maltese society members on the immigration and integration processes by involving them into relevant programmes and activities. It is necessary to note that the participation in common activities strengthens the trust and mutual understanding of host society and arrived third-country nationals and at the same time their integration. Seeking to increase the assent to the immigration and integration the campaigns for awareness raising are organized. Such campaigns are especially important in mass media because it makes a fair impact on the formation of public viewpoint towards many processes. These actions fit in the specific

priority No 1 *Participation as a Means of Promoting the Integration of Third-country Nationals in Society*, specific priority No 4 *Intercultural Dialogue* and specific priority No 5 *Involvement of the Host Society in the Integration Process* specified in the Strategic Guidelines.

Indicators		
Evaluation criteria	Results	Impact
<ul style="list-style-type: none"> - Number and types of programmes and activities to strengthen the capabilities of Maltese society members to adapt to diversity and to strengthen mutual relationship between Maltese society members and third-country nationals; - Number and types of campaigns arranged for awareness raising; - Number and categories of participated Maltese society members; - Number and categories of participated third-country nationals; - Number and types of participated mass media representatives; - Amount and types of prepared information and material. 	<ul style="list-style-type: none"> - Improved awareness of Maltese society about the immigration and integration of third-country nationals; - Improved mutual relations and understanding between Maltese society members and third-country nationals; - Improved conditions for integration process of third-country nationals. 	<ul style="list-style-type: none"> - Strengthening of understanding of Maltese society members about the immigration and integration processes; - Promoted more favourable attitude of Maltese society members towards the immigration and integration processes; - Improvement of starting position for integration of third-country nationals.

- Development and improvement of the programmes and activities to provide various consultations and information to third-country nationals in creating more favourable opportunities for them to use public and private services.

Considering the fact that the number of third-country nationals in Malta is increasing the capacity of persons providing services to maintain the relationship with third-country nationals must be strengthened. Legal acts of the Republic of Malta provide an opportunity to use most of the services without discrimination, however, very often third-country nationals cannot actually exercise their rights due to different reasons, for example, language barrier or simply they do not know where to apply. Seeking to ensure an opportunity for third-country nationals to use private and public services more effectively the aid should be provided to NGOs, including the associations of immigrants themselves, various consultation services or centres, which will provide versatile information and consultations to third-country nationals. Different information campaigns could be dedicated to third-country nationals as well as Maltese society awareness raising also cooperation can be maintained with service providers. This action fits the special priority No. 1 *Participation as a Means of Promoting the*

Integration of Third-country Nationals in Society and special priority No 5 *Involvement of the Host Society in the Integration Process* specified in the Strategic Guidelines.

Indicators		
Evaluation criteria	Results	Impact
<ul style="list-style-type: none"> - Number and types of programmes and activities to provide various consultations and information to third-country nationals by creating more favourable conditions for them to make use of public and private services; - Number and types of information campaigns, intermediation services or associations; - Number and types of providers who took part in these programmes; - Number and types of consultations provided to third-country nationals; - Number and categories of third-country nationals who received respective consultations; - Number and categories of immigrants providing such consultations to newly arrived third-country nationals; - Number and categories of third-country nationals affected by information campaigns; - Identified special needs of third-country nationals in the area of public or private services. 	<ul style="list-style-type: none"> - Improved awareness of third-country nationals about job-seeking and education systems, public and private services so as to create better conditions to receive relative services; - Improved intercultural competence and capacities of people working in the area of services provision; - Improved quality of services provided; - Strengthened understanding of third-country nationals about their rights and duties; - Promoted implementation of equal opportunities and non-discrimination principles in the area of services provision; - Improved conditions for integration process of third-country nationals. 	<ul style="list-style-type: none"> - Improvement of starting position for integration of third-country nationals; - Easier access of third-country nationals to employment, education and other services.

- Development of other programmes and activities related to the objectives and actions established in the Communication of the Commission on a *Common Agenda for Integration: Framework for the Integration of Third-country Nationals in the European Union* and the Council Decision 2007/435/EC.

3.2 Priority 2

Elaboration of indicators and methodologies of evaluation for appraisal of progress, adjustment of policies and measures and facilitation of coordination of comparative learning

Integration of third-country nationals is a dynamic process where competence and practice are of great importance. Constant comparison and control of policy trends and measures make a positive impact on the development of integration. Seeking to achieve higher efficiency, a decisive role lays with clearly defined evaluation measures. Different researches, studies, evaluation methodologies, indicators and other similar tools for monitoring and evaluation of integration process progress should be promoted in all level of integration management. The priority is implemented by the following actions:

- Performance and development of studies and researches to assess admission procedure of third-country nationals, introductory programmes and activities.

Seeking to find out positive and negative aspects of admission procedure and conducted programmes it is necessary to contribute to evaluation of the admission procedure, programmes and activities by supporting interested parties, for example, NGOs, including third-country nationals organisations, as well as companies, regions or local governance institutions representative research.

Indicators		
Evaluation criteria	Results	Impact
<ul style="list-style-type: none"> - Number and types of studies and researches conducted; - Number and types of reports and recommendations submitted; - Taking into account the recommendations, the number and types of adjustments made in admission procedures; - Number and categories of third-country nationals involved; - Number and categories of interested parties (e.g. experts, third-country nationals, NGOs, public representatives, representatives of various levels of national, regional and local government) taking part in consultations process; - Number and types of arranged consultation meetings. 	<ul style="list-style-type: none"> - Improved knowledge on admission procedures and programmes effectiveness and benefit, identified positive and negative impact on integration process; - Improved quality of admission procedures and carried out programmes. 	<ul style="list-style-type: none"> - Improvement of immigration and integration policy management; - Raised level of knowledge on integration process.

- Creation and improvement of the indicators and comparative methodologies for measuring the progress of integration policy.

Seeking to monitor the progress made in integration policy and carried out measures it is necessary to create and constantly improve the progress monitoring methodologies, indicators

and other measures. These indicators should be of sufficiently high quality and should allow assessing the progress of integration policy on the national level.

Indicators		
Evaluation criteria	Results	Impact
<ul style="list-style-type: none"> - Number and types of conducted researches; - Number and types of prepared progress monitoring methodologies, indicators and other measures; - Number and types of submitted reports and recommendations; - Number and types of collected quantitative and qualitative data; - Considering the recommendations, the number and types of made corrections in admission procedures and programmes. 	<ul style="list-style-type: none"> - Improved quality of measures for evaluation of integration process and integration policy; - Improvement of common indicators and coefficients; - Improved knowledge on integration policy; - Improved quality of integration policy measures. 	<ul style="list-style-type: none"> - Improvement of immigration and integration policy management; - Improved level of knowledge on integration process.

- Creation and implementation of the systems dedicated to collect and analyze information on the needs of various categories of third-country nationals.

Seeking to improve the integration process, first, it is necessary to identify the needs of various categories of third-country nationals in the area of integration, especially, in respect of women, youth, children, elderly people, disabled or illiterate people needs. Seeking to achieve this objective the research could be carried out in the immigrant communities so as to find out what is the best way to satisfy the needs of these people as well as to create and improve various indicators and evaluation methodologies dedicated to evaluate the introductory programmes and integration policy in general also the appropriateness and adaptability to specific groups of third-country nationals and similar. This action fits to the specific priority No. 1 Participation as a Means of Promoting the Integration of Third-country Nationals in Society and the specific priority No 2 Specific Target Groups.

Indicators		
Evaluation criteria	Results	Impact
<ul style="list-style-type: none"> - Number and types of created evaluation systems, methodologies, indicators, conducted researches; - Number and types of collected quantitative and qualitative data; - Number and types of submitted reports and recommendations; - Number and categories of third-country nationals who took part in the evaluation process; - Considering the recommendations, the number and types of made corrections in admission procedures and programmes. 	<ul style="list-style-type: none"> - Improved knowledge on the strengths and weaknesses of integration policy as well as their conformity to specific needs of third-country nationals groups; - Improved knowledge about the needs of third-country nationals in the area of integration; - Improved quality of measures for evaluation of integration process and integration policy. 	<ul style="list-style-type: none"> - Improvement of immigration and integration policy management; - Improved level of knowledge on integration process.

3.3 Priority 3

Building capacities within policy, coordination and building intercultural knowledge on various levels and governmental departments

Considering the fact that there is no single policy on integration of third-country nationals in Malta and one single institution responsible for this activity it is important to develop the intercultural competence of state and municipal institutions and offices as well as companies. Capacity strengthening and raising of intercultural competence should be carried out on national, regional and local level including all associated institutions, bodies and offices providing public or private services. Also the issue of intercultural competence should be included into the employment, education and other policy areas. Seeking to ensure smooth and efficient policy of integration it is necessary to strengthen the administrative capacities of persons working for different institutions as well as to create the mechanisms that would ensure an efficient exchange of information and experience among these subjects, and similar. Priority will be implemented by the following actions:

- Training on the intercultural competence, capacity strengthening and diversity management for policy makers, servants and other persons working in the areas pertinent to the objectives of the EIF.

Intercultural and inter-religious training is very important for policy makers and other interested parties associated with the objectives of the EIF and activities carried out. These training courses are especially important for the staff working in the sectors of public services provision who provide direct consultation or in any other way provide services to third-

country nationals, for example, workers in the institutions or services responsible for the admission policy, recognition of qualification of third-country nationals, information supply, education and similar. While preparing the intercultural, inter-religious and diversity management training it is important to emphasize the needs of specific groups of third-country nationals, i.e. women, youth and children, elderly people, disabled or illiterate persons. This action fits in the specific priority No 2 *Specific Target Groups*, specific priority No 4 *Intercultural Dialogue* and specific priority No 5 *Involvement of the Host Society in the Integration Process*.

Indicators		
Evaluation criteria	Results	Impact
<ul style="list-style-type: none"> - Number and types of organized training courses; - Number and categories of participants in the training; - Amount and types of information and material prepared. 	<ul style="list-style-type: none"> - Improved knowledge of policy makers and other interested persons on diversity management and intercultural competence; - Improved knowledge of policy makers and other interested parties on specific needs of particular groups of third-country nationals; - Enhanced the capacities of policy makers and other interested parties to manage the functions they are delegated; - Improved quality of integration policy measures; - Diminishing of discrimination phenomenon; - Improved understanding that the integration is a two-way process. 	<ul style="list-style-type: none"> - Improvement of immigration and integration policy management; - Improved level of knowledge on integration process.

- Creation and improvement of the systems for cooperation, co-ordination and maintenance of relations of competent institutions and other interested parties.

Seeking to improve the quality of decisions made in the area of integration policy, the adoption procedures and other measures for pursue of integration policy it is necessary to promote the cooperation of competent institutions, organizations, etc. and exchange of information. The cooperation is important not only among different government institutions and different sectors of governance but also with NGOs and other interested parties, including third-country national's organisations and their representatives. Various exchange and consultation platforms may be developed and improved which aim at strengthening the capacities of government and other interested parties in the area of immigration and integration policy as well as co-ordination networks may be created and improved in various government levels and sectors to implement, monitor and evaluate the integration policy pursued, and other similar mechanisms.

Indicators		
Evaluation criteria	Results	Impact
<ul style="list-style-type: none"> - Number and types of established and improved consultation platforms, co-ordination networks and similar mechanisms; - Number and categories of participants; - Number of organized meetings; - Amount of prepared information and material. 	<ul style="list-style-type: none"> - Strengthened co-ordination in integration policy in different government levels and sectors; - Strengthened cooperation among different government institutions and other interested parties; - Enhanced the capacity of interested parties to manage immigration and integration policy measures; - Strengthened intercultural competence and capacity of policy makers and other interested parties; - Improved knowledge on immigration and integration procedures and measures. 	<ul style="list-style-type: none"> - Improvement of immigration and integration policy management; - Improved level of knowledge on integration process.

3.4 Priority 4

Exchange of experience, verified procedures and information in the field of integration among member states

The main objective of the priority is to support cooperation, exchange of experience and good practice among involved Member States on all levels of the integration process. The objectives of the priority shall be achieved especially via the following activities:

- a. creation of networks between Member States in order to exchange the experience, verified procedures, and information within the integration process;

- b. support of pilot projects in the field of enhancement of approach of migrants to services, goods, cultural and social life;
- c. support of comparative research with specific impact on integration of vulnerable groups such as women, youth and children, the elderly, illiterate persons and persons with disabilities between Member States.

Evaluation criteria	Indicators	
	Results	Impact
creation of networks with other participating countries focusing on the integration process -exchange of best practices in the field of enhancement of approach of migrants to services, goods and cultural and social life -support of comparative research between participating countries with specific impact on integration of vulnerable groups in the TCN community	<ul style="list-style-type: none"> - more exchange of information and best practices between participating countries - more exchange on information in the research on vulnerable groups within the TCN community between participating countries 	-more effective and innovative and credible measures and creation of policies in the field of integration of TCNs

3.5 Technical assistance

The resources of the European Fund for Integration of third-country nationals allocated for financing technical assistance shall be used by the MEDC as a responsible authority and the IAID as an audit authority for the European Fund for Integration of third-country nationals. The technical assistance shall be within multi-annual programme 2007 - 2013 used in compliance with the legal regulations of the EU and Malta.

From the means of technical assistance the following shall be financed:

- activities related to the preparation, approval, management, monitoring, evaluation and audits of projects of annual programme including relevant expenditures for personnel securing of performance of those activities (wages of permanent internal employees of the responsible authority, certification authority and audit authority or external consultants) and expenditures for technical equipment of the competent authorities;
- activities related to preparation and translation of the programming documents and evaluation reports for the needs of the European Commission;
- activities related to the activity of the Monitoring Committee for the general Programme Solidarity and Management of Migration Flows;
- activities aimed at visibility – creation and regular update of internet site for all four funds of the General Programme Solidarity and Management of Migration Flows, lectures, information and promotional materials.

All activities financed from the technical assistance of the European Fund for Integration of third-country nationals such as e.g. translations and purchase of devices, creation of internet site are ensured in compliance with Act No. 25/2006 Coll. on Public Procurement and on amendment and supplementation of some acts which is fully compatible with the EU legislation in this field.

4 Compatibility with other instruments

The strategy of a multi-annual programme is in full compliance with other instruments on regional and national level as well as on the level of the Community.

The activities supported by the European Fund for Integration of third-country nationals for the period 2007 - 2013 shall be coordinated with other instruments on national level. The MEDC along with EUPA as the delegated authority programmes, coordinates and manages the European Fund for Integration of third-country nationals for the period 2007-2013.

In order to increase the added value and efficiency of the implemented measures the coordination between the European Fund for Integration of third-country nationals for the period 2007-2013 and European Refugee Fund since both funds roof different target groups and support similar types of activities such as e.g. teaching the official languages it is suitable to prevent duplicity and these activities have been implemented in mutual coordination with MJHA, the responsible authority for the ERF in Malta. Moreover, the ESF management authorities and ERF responsible authority are involved in this partnership to avoid double funding and overlapping, and to promote complimentarity. There will also be some form of coordination with the ESF Managing Authority when selecting projects under EIF to ensure that there is no overlapping. Furthermore EIF will not finance activities which will be covered by ESF programmes.

5 Framework for implementation of the strategy

5.1 The publication of multi-annual programme

The activities related to publicity and information on multi-annual programme is planned by the responsible authority every year in a publication **promoting the annual achievements of the European Fund for the Integration of Third-Country Nationals**. These activities are

planned and implemented in compliance with legal regulations of the Community. The publication of the European Fund for Integration of third-country nationals provides all potential recipients of assistance and general public with information on multi-annual programme, annual programmes and the European Fund for Integration of third-country nationals as such and ensures the transparency of use of financial resources of the EU and Malta. At the same time it shall serve for increase of the public awareness on the EU and its activities in the field of integration of third-country nationals vis-à-vis the current situation in Malta.

The responsible authority ensures informing the public and potential final beneficiaries on the programme and the projects co-financed from the European Fund for Integration of third-country nationals. Every year the responsible authority shall select the information which it shall not publish due to security measures.

After approval of the multi-annual programme an internet site shall be prepared with the information on the European Fund for Integration of third-country nationals on which the multi-annual programme and all annual programmes shall be published. The site shall also contain a list of approved projects, final beneficiaries and the amount of the allocated grant from the European Fund for Integration of third-country nationals. The responsible authority shall organize an information meeting after the approval of the multi-annual programme which shall be aimed at presentation of priorities and objectives of the multi-annual programme.

The information for potential final beneficiaries relate especially to the eligibility conditions for acquisition of financing within the annual programme of the European Fund for Integration of third-country nationals, procedure description and time schedule of the evaluation, selection of application for grant and evaluation criteria for the project selection.

Final beneficiaries are responsible for informing on co-financing of the project activities from the European Fund for Integration of third-country nationals. Financing shall be made visible at every activity related to measures financed within the programme in compliance with the grant contract and guideline for the grant recipient. Furthermore, Malta will organize as of 2008, one information activity per year presenting the launch of the multiannual programme or the achievements of the annual programmes.

5.2 The approach chosen to implement the principle of partnership

In compliance with Article 10 of the Council Decision No. 2007/435/EC of 25/06/2007 the principle of partnership has been applied at creation of the multi-annual programme. In the process of the document preparation individual meetings with representatives of various involved entities such as MEDC, MJHA, UNHCR Malta, TSN Malta, the University of Malta, St. James Cavalier Centre for Creativity were held. On 15/02/2008 at EUPA a meeting of all relevant entities within so called round table where the participants had been introduced a proposal of the multi-annual programme was held. Subsequently all attendees had the possibility to send their comments also in writing to the MEDC. The ESF management authorities and ERF responsible authority are involved in this partnership to avoid double funding and overlapping, and to promote complementarity. Upon the meetings several proposals and changes have been incorporated in the final version of the multi-annual programme.

6 Indicative financing plan

6.1 Community contribution

6.1.1 Table No.8

Multi-Annual Programme – Draft Financial Plan								
Tab. 2 – Community Contribution								
Member state: Malta								
Fund: European Fund for the Integration of the third-country nationals								
	2007	2008	2009	2010	2011	2012	2013	TOTAL
Priority 1:	204,722.38	283 788.32	301 734	304 441	324 475	325 770	331 960	2,076,890.70
Priority 2:	153 213	84 410	67 154	70 079	63 048	71 418	116 024	625 346
Priority 3:	61 285	63 579	64 171	60 724	75 658	81 418	42 552	449 387
Priority 4:	29 345	26 491	27 981	28 586	25 219	20 354	14 184	172 160
Technical assistance	66,021.05	66,751.38	66,960	67,170	51,600	52,040	52,280	422 822.43
TOTAL	514.586.43	525.019.70	528.000	531.000	540.000	551.000	557.000	3,746,606.13

6.1.2 Comments on the figures/trends

The total allocated amount for Malta within the *European Fund for Integration of third-country nationals for the period 2007-2013* amounts to *EUR 3,746,606.13*. The basic trend of the financial plan is growing volume of resources which are proportionally increased for individual priorities. The resources for priority No.1 shall be gradually increased since it is the priority containing lots of activities fulfilling the objectives of the integration policy. In 2007 the allocation for priority No.2 shall be increased due to need of quality research and data collection.

Priority No. 3 shall also be characterized by gradual increase of financial resources (except for 2010 and 2013) due to need of investing in human resource development and coordination of activities. It is assumed that projects from years 2011 and 2012 shall sufficiently cover the demand in 2013 since in that year it is expected that majority of the involved entities shall have mutual coordination mechanisms elaborated including

trained people. Allocations for priority No.4 are low especially due to reason that EC supports full-area activities including exchange of experience via so called action of the Community.

6.2 Overall financing plan

6.2.1 Table No. 9

Multi-Annual Programme – Draft Financial Plan								
Tab. 3 – Overall Financing Plan								
Member state: Malta								
Fund: European Fund for the Integration of the third-country nationals								
	2007	2008	2009	2010	2011	2012	2013	TOTAL
Community contribution	514 586.43	525 019.70	528 000	531 000	540 000	551 000	557 000	3,746,606.13
Public cofinancing	170 236.82	176 607.42	186 540.00	190 570.00	210 160.00	226 160.00	236 400.00	1 396 674.24
Private cofinancing	0	0	0	0	0	0	0	0
TOTAL	684 823.25	701 627.12	714 540.00	721 570.00	750 160.00	777 160.00	793 400.00	5 143 280.37
% Community Contribution	75,00%							

6.1.2 Comments on the figures/trends

The amount allocated from the *European Fund for Integration of third-country nationals* for the annual programme 2007 and annual programme 2008 for Malta was determined by the Decision of the EC pursuant to Article 12 of the Council Decision No. 2007/435/EC on establishment of the *European Fund for Integration of third-country nationals*. The amount of allocations for annual programmes 2009 to 2013 is an indicative estimate of the EC provided to members states for the purposes of preparation of the multi-annual programme 2007 – 2013. Every annual allocation shall be received by a special decision of the EC and it shall depend on changes of statistical data necessary for the calculation of annual allocations. In compliance with the rules concerning the amount of the Community contribution (Art. 13 par. 4 of Decision No. 2007/435/EC) Malta shall ensure 25% from the amount of allocation for particular annual programme from the state budget of Malta. Means of national co-financing shall be budgeted within the approved limit of the MEDC for particular budget year. Due to time shift of the beginning of the implementation of the annual programme 2007 the national co-financing of the annual programme 2007 shall be ensured from the state budget of Malta for the year 2008. Financing of activities within annual programmes of the multi-annual programme shall be ensured in the amount of 75% of eligible expenses from the resources of the *European Fund for Integration of third-country nationals* and in the amount of 25% of eligible expenses from the resources of the state budget of Malta. In compliance with the EU rules the expenses for activities of technical assistance shall be financed up to the amount of 100% of resources of the *European Fund for Integration of third-country nationals*.

Mr. Frans Borg
Permanent Secretary
Ministry of Education, Culture, Youth and Sport

7 Annexes

7.1 List of Abbreviations

CBPs	Common Basic Principles
EC	European Commission
ERF	European Refugee Fund
ESF	European Social Fund
EU	European Union
EUPA	European Union Programmes Agency
IF	Integration Fund
IOM	International Organization of Migration
MEDC	Ministry for Education, Culture, Youth and Sports
MFA	Ministry for Foreign Affairs
MFSS	Ministry for the Family and Social Solidarity
MHEC	Ministry for Social Policy, Health, the Elderly and Community Care
MIPEX	Migrant Integration Policy Index
MJHA	Ministry for Justice and Home Affairs
NCPs	National Contact Points
TCNs	Third-Country Nationals
UNHCR	United Nations High Commissioner for Refugees